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NATIONAL MUNICIPAL REVIEW

*Extraterritoriality: An Accepted
Principle of City Government*

- Turnpike Financing Hits Snag
- How Good is State Government?
- Homework for Legislators
- Cities Find New Money

All-America Awards

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News of the League

NML Friends Say It with \$\$—Twice

For the first time since its inauguration repeat contributions are being received by the League's Building Remodeling Fund. The fund will be used to meet the costs of preparing the new headquarters at 47 East 63th Street, New York City.

Murray Seasongood, Cincinnati attorney, former League president and nationally known fighter for improved local government, recently made a substantial personal contribution. This gift supplements an earlier one by The

Murray Seasongood Good Government Fund, which went toward the purchase of the building. Professor John E. Reeves, of the University of Kentucky Political Science Department, wrote out a check to the



John E. Reeves

League soon after receiving an appeal from President George H. Gallup. One month later, he sent a second gift.

LeRoy F. Harlow, former city manager of Daytona Beach, Florida, followed up his initial contribution with another one 50 per cent larger than the first. "Perhaps it will help," he wrote. It certainly will. Dr. Paul W. Wager, University of North Carolina, doubled his original gift.

As the REVIEW went to press, 228 persons had contributed more than \$17,000 to the Remodeling Fund.

Following is a partial list of contribu-



Murray Seasongood

tors to the Remodeling Fund, listed in the order of the receipt of their gifts (a number of contributions was listed in the January REVIEW; more will be listed in March):

Tripp & Company Inc., Charles E. Commander, Jr., E. B. Boyd, Frank J. Murray, Irving Hand, Lois V. Kordes, Jack Tallent, Bennett M. Rich, M. Thomas Ackerland, Mrs. Charles L. Stone, J. M. Cunningham Company, Margaretta Morris Scott, Willard F. Day, C. A. Harrell, Harland Bartholomew, Dr. and Mrs. Maurice Noun, I. G. Vass, Mabel L. Walker, H. Bruce Palmer, Agnes E. Meyer, Edward J. Meeman, Charles W. Dupuis, Baptist Sunday School Board of Nashville, Tennessee, E. O. Griffenhagen and Sidney J. Webb.

Also Dr. John M. Selig, J. L. Jacobs, William R. Pouder, John R. Leach, W. A. Ritchie, John A. Vieg, John S. Canterbury, Quincy Taxpayers Associa-

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Chicago —
Volunteers
survey
blighted area
near University
of
Chicago in
drive to
prevent new
slums.

Photos by Look Magazine. © Cowles Magazine, Inc.

All-America Cities Awards

Chicago Fights Slum Growth

Eleven cities ranging in size from Chicago, Illinois, (population 3,740,000) to Decatur, Arkansas, (population 380) carried off top honors in this year's All-America Cities Awards competition, sponsored by the League and *Look* magazine.

This is the sixth—and most successful—year of the contest.

As in the past, the awards are made for civic accomplishment through citizen action. This year the accomplishments include slum prevention, elimination of graft, modernization of city government, public works programs and solution of fringe area problems.

Twenty-two finalists told their stories to the All-America jury during the 60th National Conference on Government in Kansas City in November. The eleven victors chosen by the jury were: Chicago, Illinois; Decatur, Arkansas; Maricopa County, Arizona; Mexico, Missouri; Modesto, California; Newark, New Jersey; Pueblo, Colorado; Richfield, Minnesota; Rock Island, Illinois; Rockville, Maryland; and Warren, Ohio.

A summary of the action that won the award for each of the cities follows:

Chicago, Illinois

Although Chicago is scarcely known for the quality of its government, a grass roots movement to "prevent to-



Decatur — People built a poultry plant.

Richfield —
Youngsters
take art
course in
modern high
school, product
of citizen
action.



. . . . Decatur Averts Disaster

tomorrow's slums" has taken hold and has stimulated action by municipal authorities. More than 50,000 ordinary citizens and several major civic groups enlisted in a program to save 56 square miles of aging neighborhoods from deteriorating into slums. A total of 8,000,000 hours of voluntary effort went into the project.

To prevent the development of slums, Chicago citizens researched, drew up and won the enactment of two acts which give the city unusually great conservation power. The movement obtained a 50 per cent budget increase for the building department which made possible the hiring of 90 additional inspectors. Severe prosecution of building and zoning violations resulted. Landlords were persuaded to include an occupancy limitation clause in leases to prevent overcrowding. Illegal conversion of buildings was halted.

Decatur, Arkansas

This tiny Ozark town faced extinction two years ago when its sole industry, a

poultry processing plant employing 50 people, moved away. Rather than let Decatur die, its people immediately took action. They established the Decatur Development Company, which built facilities that were leased to another poultry plant; it floated bonds for a new deep-water well; it obtained natural gas for the community; it established a bank and a weekly newspaper.

So great was Decatur's pride in its achievements that eleven residents journeyed to Kansas City to participate in the presentation before the All-America jury.

Maricopa County, Arizona

Maricopa County is divided into three districts, each of which formerly operated independently of the other two. As a consequence, there was much duplication of expenditure and inefficiency prevailed.

To deal with this situation, 1,000 citizens organized the Better Government Association. After a long campaign, it succeeded in electing two of

(Continued on page 117)

'54 Meeting Lauded; Now for '55!

As the League staff began planning the program for the 1955 National Conference on Government in Seattle, July 24 to 27, an unprecedented series of fan letters from persons who attended the 1954 conference in Kansas City flooded the League office.

As the citizen leaders, political scientists, public officials and others who attended the Kansas City meeting know, the 1954 conference was graced by a record number of distinguished delegates. Many of them wrote unsolicited letters of appreciation. Some of the comments follow:

Edward A. Ackerman, assistant general manager, TVA: "I enjoyed being there and am only sorry that I



Mrs. Anna A. Hedgeman



Edward A. Ackerman

could not hear more of the conference than I did."

Jefferson B. Fordham, dean, University of Pennsylvania Law School: "It was a pleasure to participate in the Kansas City conference."

Horace H. Edwards, city manager, Richmond, Virginia: "I attended all of the sessions and thought they were grand."

Mrs. Anna Arnold Hedgeman, assistant to Mayor Robert F. Wagner of New York City: "I found [the conference] most stimulating. . . . I may add that I am a veteran at this conference business and believe that I am a fair critic of such activities."

Lashley G. Harvey, director, Bureau of Public Administration, Boston University: "I think the conference in Kansas City was one of the best League conferences I have attended. . . . I am happy to have had a part in your program."

Powell C. Groner, president, Kansas City Public Service Company: "It was a pleasure for me to participate and I found the sessions most interesting as well as stimulating."

Hugo F. Srb, clerk of the Nebraska Legislature: "I want to assure you that

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United Air Lines Photo.



Seattle National Conference on Government will be good for mind and soul; this view of Mount Rainier proves the second point. Famous peak can be seen from Conference site.

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Editorial Comment

Understanding the States

ONE of the inconveniences resulting from our system of national, state and local government is that there are so many governments to learn about. An American cannot be well informed about the government of his country if he knows only about the governments in Washington and at his own state capitol, county courthouse and city hall.

This fact is amply demonstrated by the first four volumes of the American Commonwealths Series reviewed at page 72 of this issue of the REVIEW. There are, of course, basic similarities in the pattern and performance of government in the several states, but the differences are much greater than most people realize. Some of the differences are due to the need to adapt government to the diverse needs and traditions of the different states. Others are due to the fact that, as Lord Bryce said, the states are laboratories in which different governmental ideas and schemes may be tried out. Both of these reasons attest to our good fortune in having inherited a decentralized federal system rather than a highly centralized, unitary system of government.

These first volumes of the series indicate, however, that not all the differences among state governments are good. Too much of the diversity among them is due simply to the fact that many of them are far behind either the national government or many city governments in establishing modern administrative structures

and adopting modern methods and procedures in such fields as organization, finance, personnel, planning and the like. The reader will gain new insight into the reasons why the national government has been called on to set the pace for state and local governments in aspects of health, welfare and other services important to the well-being of all the people.

This series should make an appreciable contribution to the movement to strengthen state government. It is particularly timely, since there is a growing appreciation of the fact that we cannot maintain vigorous states by talking about states' rights or by lamenting the extension of national power. The only way to strengthen the states is to work state by state to correct their deficiencies. Each book in the series will give the citizens of the state with which it deals a better insight into what they need to do to justify their birthright of self-government. It will also help the citizens of sister commonwealths by calling their attention to practices tried elsewhere which they should emulate or avoid, as the case may be.

The American people, therefore, should find themselves in increasing debt to the publisher, editor and authors of this series. It is to be hoped that there will be no undue delay in bringing out the remaining volumes. The sooner the whole series is complete the more meaningful each volume will be and the more helpful all will be in the cause of better government in the United States.

A Reform That Got Gummed Up

Unfortunately, it looks as if Wisconsin, through no fault of its own, may have to back up and start over with the constructive change in its election laws that was just ratified November 2.

The change grants newcomers to the state the right to vote for president and vice-president when time is too short for them to meet the normal requirement of one year's residence. It was a pioneer step, which somebody had to take, on the assumption that other states would grant a similar privilege.

One other legislature, Connecticut's, did simultaneously tackle the problem, but went in the opposite direction. Its new law permits people who move *out* of the state to retain presidential voting rights by absentee ballot in their former districts for fifteen months, or until they acquire voting rights elsewhere, whichever is the shorter period.

Obviously, it won't do for some states to go one way and some the other, for that would still leave many newly transplanted voters in no man's land. People moving from Connecticut to Wisconsin, for example, would be doubly protected,

while those making the reverse move would not be at all.

The National Institute of Municipal Clerks has a notion that Congress should move in and establish uniformity. But the Constitution specifically leaves it up to the states to prescribe qualifications for voters. Any attempt to disturb that would stir up fearful controversy, particularly in the south.

So the more practical approach is to seek uniformity by voluntary action of all the states. And the preference seems to be for the Connecticut plan. The National Association of Secretaries of State has declared that preference, and is now joined by the drafting committee of the Council of State Governments. A model act along Connecticut lines has been recommended to all legislatures meeting in 1955.

If we have to repeal the act we just ratified, it may be a close question whether another referendum is necessary. At any rate, we will have to get in step, and may at least take some satisfaction in having helped start the move—even if the next order is "about-face!"

Editorial, Milwaukee Journal, December 26, 1954.

A New Look at the States

The recently launched 'American Commonwealths Series' promises helpful, comprehensive review of governments.

By A. E. BUCK*

DURING the past five or six years about two-thirds of the states have conducted official studies of their governments. Many of these were carried on under the direction of so-called "little Hoover commissions," although the organization of these commissions often had little or no resemblance to that of the federal Hoover Commission, their supposed prototype. The reports produced as a result of the studies varied greatly both in form and scope. Some were well presented for the intended purposes, others were poorly done; some were broad, even sweeping, in their scope, others quite limited. But all gave some impressions, both significant and trivial, of the state governments to which they related.

One might think that a synthesis of these 30-odd reports, many of them important documents, might afford an up-to-date and satisfactory appraisal of state governments. But such would not be the case. An appraisal made from these reports would at best present only a partial and sketchy picture of existing state governments; hence for any full and

complete review another approach would have to be made.

To obtain a comprehensive picture of each state government and ultimately of the governments of all states the "American Commonwealths Series" was conceived and carefully planned. This series has now been launched by the publication of the first four volumes, covering the government and administration of Florida, Mississippi, New York and Wyoming.¹ For those who are interested in state governments as a vital and enduring part of our federal structure, these volumes are designed to make a worth-while contribution. Their significance is not to be judged entirely by their illumination of the governments of the particular states, but by their cumulative interpretation of the states' position in the federal pattern.

The series is under the competent

¹Doyle, Wilson K., Laird, Angus McKenzie, and Weiss, S. Sherman, *The Government and Administration of Florida*. xi, 444 pp., 1954, \$4.95.

Highsaw, Robert B., and Fortenberry, Charles N., *The Government and Administration of Mississippi*. xiv, 414 pp., 1954, \$4.95.

Caldwell, Lynton K., *The Government and Administration of New York*. xviii, 506 pp., 1954, \$5.95.

Trachsel, Herman H., and Wade, Ralph M., *The Government and Administration of Wyoming*. xiv, 381 pp., 1953, \$4.95.

The volumes are part of the American Commonwealths Series, edited by W. Brooke Graves and published by Thomas Y. Crowell Company, New York.

*Mr. Buck, for many years, has been engaged mainly in making governmental surveys on the national, state and local levels. Recently he has participated in the work of the Hoover Commission, in the reorganization and fiscal studies of Connecticut, Illinois, Maryland, Michigan, New York and Rhode Island, and in the management survey of New York City.

and experienced editorship of W. Brooke Graves, long-time teacher and author and presently staff member of the Legislative Reference Service of the Library of Congress. He has sought to enlist able and qualified writers in each state to describe the state's government—its traditions, institutions, methods and practices. The volumes so far published bear abundant evidence of the wise selection of the authors. The discussions are clear and readable, the approach and treatment adequate and the interpretations forward-looking.

Contrasts and Variations

TO THIS reviewer one of the most significant impressions to be gathered from these volumes, apparently a mere happenstance, is the way in which the four states provide interesting studies in contrasts and variations. Extremes in population are to be noted in New York and Wyoming. New York, the most populous and urbanized of the states, contrasts with Wyoming's "wide open spaces" and sparse population (next to Nevada's, the smallest population among the states).

Then there is Mississippi with a population which has never been large for the area and resources of the state, and until quite recently was fairly stable and overwhelmingly rural—this in contrast with Florida's rapidly growing and widely fluctuating resort population, which has served to add the words "tourism" and "motel" to the American language. But then Florida has for some time been the playground of the eastern part of the United States, a fact

not without significance in the recent development and financing of that state's government.

There is also the contrast in another way of New York's educational and social sophistication with Mississippi's backwardness in these areas, which prevailed until quite recently when a growing sense of public responsibility seemed to emerge in that state.

The variations in the pattern of government are likewise interesting and often significant, much more so than the likenesses. Among American states this pattern always has a certain sameness, but it is also capable of wide variations. The general character and the direction of these variations are an index to the modernization of state government. They indicate experimentation, which Lord Bryce many years ago regarded as perhaps the states' greatest virtue. In this respect New York contrasts sharply with the other states under review. But then New York felt the urgent need for modernizing its governmental structure and methods almost a generation earlier than the other three states.

Looking Ahead

As we have just indicated, the New York government has already carried on a large amount of forward-looking experimentation, especially with respect to the organization of its executive branch, executive-legislative teamwork and state-local relations. This experimentation, however, has not been extended with equal vigor and accomplishment to the structures and procedures of the legislative and judicial branches.

Much remains to be done to make these branches more effective instrumentalities of the state government, able to cope quickly and fully with present-day demands and responsibilities.

Likewise, further improvements are indicated for the executive branch, both structural and managerial; and the point has now been reached where a thorough understanding is needed of the current ramifications and costs of federal-state and state-local relations. Though the author of the New York volume appears much too certain about the superior advantages of New York state government as compared with other state governments, he takes on the whole a progressive view of the state's structure, methods and problems.

The authors of the volume on Florida have largely taken the position that the state government is making satisfactory progress within the general framework set up by the constitution of 1885. Under this constitution as it currently stands, a device known as the "cabinet" is the central control body of the executive branch of the state government. This cabinet consists of the governor and six other elective administrative officials, and is so organized and conducted that for all practical purposes it is the fountainhead of all current supervision over the state administration.

While the governor is chairman of this group, he can cast but one vote in making decisions, and in certain other respects he is its least powerful member. Under the constitution he cannot succeed himself in office

after a four-year term, while his associates can serve for an unlimited number of terms, one having been in office since 1923, another since 1930, a third since 1941 and a fourth since 1946. The authors think that this cabinet has "the firm support and respect of the people" of the state, and that it "has contributed toward greater unity in state administration than the present organization would otherwise make possible." They regard it as "destined to continue indefinitely, probably with increased policy-making authority."

Any administrative reforms in Florida, including several suggested by the authors, should in their opinion be made within the frame of the cabinet system. This means that any changes should be made within the confines set by a plural executive, the members of which are individually and severally responsible to the electorate. Some of the authors' contemporaries, who have made careful studies of the Florida state organization, believe on the contrary that the cabinet is the constitutional stumblingblock that must be removed before the state government can have a really responsible and efficient administration.

The authors of the volume on Mississippi government view constitutional revision as the first and basic problem to be met. Involved in such revision are legislative reapportionment, gubernatorial responsibility and administrative simplification, a merit system, and fiscal unity and adequate budgetary control. Once the reapportionment question has been solved, there are the problems of "multiplicity of committees, anti-

quoted procedures, a lack of expertness, that continually plague the legislative branch."

The authors hold that "the administrative problem and its solution in Mississippi hinge on the general acceptance of the proposition that it is no escape from political domination and public irresponsibility to atomize powers among so many different agencies that no executive can act in accordance with a common plan." Under such a dispersal of authority, the authors maintain that "each agency shields its area of special competence from intrusion, and the total effect becomes one of independent organizations operating under the common rubric of the state name and with the historical pattern of a state government superimposed."

The impression that one gains from this volume is that the Mississippi state government is excessively disjointed and badly confused in its efforts, and in danger of having the federal government move in with national policies where state policies have failed to emerge. The authors actually plead for the immediate formulation of state policies in several significant fields of governmental activity. Unless this is done, they contend that the state's political leadership will see the initiative in these matters go to the federal government, with all that may mean in the way of centralization of political and administrative power. The authors conclude that a simplified, modernized and improved system of government and administration in Mississippi offers the best, and perhaps the only, assurance of a revitalized state.

The authors of the Wyoming volume express particular concern for the future of the outmoded legislature and the fragmented state administration. They would like to see the state adopt a unicameral legislature of not more than 33 members, which would hold quarterly sessions and whose members would give full time to legislative work. The authors suggest administrative reorganization along the general lines proposed in the *Model State Constitution*. They stress improvements in inter-governmental relations both with the federal government and with the neighboring states.

Some General Comments

THE volumes, except for the one on New York, follow a uniform outline. While such outline has certain advantages in producing a series of books, it also exhibits some shortcomings. It requires, for example, a discussion of personnel administration in states which do not have a civil service or merit system, and in consequence elicits from the authors an elaborate discussion of federal personnel requirements in connection with some of the programs for grants-in-aid.

In the mechanical makeup of the volumes, the footnotes (of which there are legion) are placed in groups at the ends of the chapters. If footnotes are to be used at all, it would seem that for the convenience of the readers they should be placed at the bottom of the pages to which they relate. This reviewer evinces no enthusiasm for footnotes, but nevertheless it greatly annoys him to have

(Continued on page 103)

The Search for Money

Property tax declines in importance; sales, income, and other taxes now yield increasing revenues.

By LYNN F. ANDERSON*

THROUGHOUT the history of municipal government in the United States there have been few periods more productive of change than the past decade. Particularly is this true in the area of municipal revenues, where many existing concepts have been revolutionized and where local fiscal structures have been remolded to fit the requirements of an urban civilization and an expanding, dynamic economy.

Fundamental, of course, to any analysis of this problem is a recognition of the tremendous growth in city financial requirements during recent years. In the face of public demands for more and better services of all types, the necessity of rehabilitating physical plants which had to be neglected because of restrictions from 1941 to 1945, and the post-World War II inflation, municipal revenues have climbed steadily to successive new highs in each year since 1942. The over-all increase in total general revenues in cities above 25,000 population has been more than 100 per cent—from \$2,691,000,000 to \$5,672,000,000.

Equally as significant as total

growth, however, is the change brought about in the composition of the revenue structure of cities. Property taxes experienced a marked decline in importance, from 63.1 to 48.7 per cent of total general revenues during the period from 1942 to 1953. While property taxes were on the wane, sales and gross receipts taxes more than doubled in their contribution by yielding 11.0 per cent of total revenues in 1953 as compared with 4.6 per cent in 1942. Licenses and other taxes also increased in relative importance by producing 6.7 per cent of total revenue in 1953 as against 5.0 per cent eleven years earlier. The increases in the latter two categories were not sufficient to compensate for the decreased role of the property tax, however, and, as a result, the ratio of total taxes to total general revenue declined during the period.

Offsetting the drop in taxes were significant increases in the two remaining classes of general revenue. The portion of general revenue received by cities as aid from other governments rose from 17.2 per cent to 19.1 per cent, while that from charges and miscellaneous revenue increased from 10.0 to 14.5 per cent during the 1942-1953 period.¹

*Mr. Anderson is assistant director of the Institute of Public Affairs at the University of Texas. He is author of publications and articles in the governmental finance field, among them *The State Property Tax in Texas* and (co-author) *Financing State Government in Texas*.

¹Derived from data in the following sources: *Compendium of City Government Finances in 1952*, (Washington: Bureau of the Census, 1953), page 147; *Compendium*

The growth and expansion of sales and gross receipts taxes and licenses and other taxes is due, in large measure, to increased local powers of taxation which have been granted by a number of states. Pennsylvania has gone farther than any other state in this direction through the enactment in 1947 of Act 481 which gave local units the power to tax anything not being taxed by the state.

Local Tax Legislation

ACT 481 was amended in 1949 principally by the exclusion of certain taxes from the previous powers conferred upon local units and through the imposition of certain limits on particular types of taxes which might thereafter be adopted. Despite the restrictive amendments of 1949, however, the taxing powers of Pennsylvania municipalities remain broad, and extensive use has been made of the authority so granted. As of March 22, 1954, no less than 2,305 units of local government were levying a total of 2,988 taxes under Act 481. Some 493 of these were cities and boroughs employing a total of 743 non-property taxes.²

In addition to Pennsylvania, no less than 23 other states have expanded the taxing powers of municipalities on a more selective basis since the close of World War II. This group includes Alabama, Arizona, California, Idaho, Illinois, Ken-

tucky, Louisiana, Maryland, Michigan, Minnesota, Mississippi, Missouri, Nebraska, New Mexico, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Tennessee, Virginia and West Virginia. The bulk of special revenue legislation appeared during the early postwar period from 1946 to 1951, and in several of the named states the special authorizations have been restricted to a single large city, a group of municipalities or have been applicable only to a specific non-property tax.

A few states have subsequently withdrawn some of the revenue authority thus granted by special legislation and prohibitions of certain types of taxes have not been unknown even in states which have extended the fiscal authority of their political subdivisions. An example of the latter is the prohibition against local payroll taxes enacted by the Virginia legislature in its 1952 session. On balance, however, the revocations and outright prohibitions of taxing authority have not been so great in number or so extensive in scope as to stem the tide toward enlarged fiscal powers at the municipal level throughout the country.

Although the newer taxes being levied by cities are of many types and varieties, they may be conveniently segregated into four broad categories: income taxes, general retail sales taxes, selective sales and excise taxes and gross receipts business licenses. Of these four groups, the selective sales and the gross receipts business levies are the most extensively used. Income and general sales levies, on the other hand, while

of City Government Finances in 1953, (Washington: Bureau of the Census, 1954), page 6.

²Marielle Hobart, *Act 481 Statewide Summary*. Harrisburg, Department of Internal Affairs, Commonwealth of Pennsylvania, April 1, 1954, page 3.

far less popular, are much larger revenue producers.

Non-property Tax Adoptions

AS OF March 1954, municipal income taxes were levied by 33 cities of 10,000 population or more.³ Seventeen of these were located in Pennsylvania, ten in Ohio and four in Kentucky. The two income tax cities outside these states were Washington, D. C., which has had such a levy since 1939, and St. Louis, which only recently readopted the tax after earlier trials dating back to 1946.

General retail sales taxes at the municipal level have been imposed in increasing numbers since the close of World War II. At the present time there are 114 municipalities over 10,000 population which levy broad-based sales taxes and out of this group no less than 85 are located in California. The municipal sales tax movement, in fact, has received its greatest impetus in California where a total of 170 cities now employ this type of tax.⁴ Large municipalities outside of California which employ the tax are New York City, Washington, D. C., Denver and New Orleans.

In addition to the general retail sales taxes which are clustered in a few states and in scattered large cities throughout the country, selective sales taxes are employed by many

municipalities and in some instances yield sizeable revenues. Admission taxes, for example, are presently used by at least 202 cities above 10,000 population and probably an even larger number of smaller cities. Cities levying admissions taxes for the most part are located in Ohio, Pennsylvania and Washington, although three additional states—Florida, Maryland and Virginia—also allow some or all of their municipalities to levy admission taxes.⁵

Much less popular than admissions levies are alcoholic beverage taxes. In the 10,000 and over population category there are now 40 cities taxing the sale of alcoholic beverages on a special basis and most of these are located in Alabama, Georgia and Tennessee. Seventy-six cities with populations over 10,000 levy taxes on cigarettes and other forms of tobacco, with most of these being located in Alabama, Florida, Missouri and Wyoming.

At least 40 cities above 10,000 population levy gasoline taxes at rates varying from one-half to four cents per gallon. With only two exceptions, all cities levying gasoline taxes are located in New Mexico, Alabama, Wyoming and Missouri. The taxation of motor vehicles on some basis other than ad valorem has experienced a substantial growth since 1951 and now is part of the revenue systems of some 137 cities.

A perennially popular non-property tax is that imposed on privately-operated utilities, there being some 285 cities above 10,000 population

³Except as otherwise indicated, statistical data in this section are taken from *Municipal Nonproperty Taxes—1951 Supplement to Where Cities Get Their Money*. Chicago, Municipal Finance Officers' Association, 1951, and *Addendum No. 1*, prepared April 8, 1953, and revised March 15, 1954.

⁴"Local Tax Legislation in 1952-1954," *Tax Policy*, July-August, 1954, page 3.

⁵Tennessee authorized admissions taxes in 1947, but withdrew such authority effective March 19, 1953. *Ibid.*, page 4.

now using this particular levy. A number of the taxes on utilities are payments made to the municipal government on the basis of gross receipts under franchise agreements, but in recent years there has been a trend toward the imposition of percentage levies on customer bills.

Finally, the newest type of selective sales and excise levy and one yet to experience much growth is the tax on hotel room rentals or occupancy. This tax, normally stated as a percentage of the hotel room rate, is currently levied by New York City and a handful of smaller east coast cities including Schenectady, Buffalo, Elmira and Long Beach, New York; Atlantic City, New Jersey; and Roanoke, Virginia.

The fourth category of municipal non-property taxes—gross receipts business licenses—ranks high as a producer of revenue in addition to being a traditional regulatory device under municipal police powers. These licenses are also widely employed, with 201 cities over 10,000 population using them at the present time.

What does the shift toward non-property tax levies by municipalities augur for the future of American municipal finance? Will the property tax be displaced entirely? Or will state aid to cities be reduced in favor of the newer types of local tax levies? The answers to these questions are difficult and any forecaster of future developments may find himself in the quicksands if he attempts to be conclusive and dogmatic in his answers. At the same time, the trends of the past decade have given us certain signposts which, even in an atmosphere of caution, should prove

valuable as guides in charting a sound course through the financial entanglements of tomorrow.

Future Tax Pattern

AS A basic proposition it appears that any large-scale revamping of individual financial structures will be weighed in terms of adding new sources as supplements to the property tax rather than as displacements. This does not mean that, generally speaking, a floor has been reached so far as the contribution of property taxes to total revenues is concerned. On the contrary, the percentage of total revenues from property taxation will probably sag to even lower levels in the immediate future.

A retardation in the rate of new non-property tax adoptions within the past two years plus a rejuvenation and general uplifting of property assessments in some cities, however, may well have the effect of stabilizing the relative position of property taxes in the over-all revenue structure of cities. A good case can be made for the proposition that many municipalities have written off the property tax as an inadequate levy under modern conditions when, in fact, the tax with improved administration and enlightened public understanding could be made much more equitable and productive.

When it is considered that the problem of overlapping taxes between federal, state and local governments is rapidly becoming more severe, a maximum effort should be exerted to insure that all locally-suited taxes such as the property levy are utilized to their fullest potential. Unless this is done, it is indeed dif-

difficult to justify other types of taxes which, from an economic and administrative point of view, may be better adapted for federal or state use.

Proper Course to Take

BEYOND the point of recognizing that the property tax will be reinforced by other levies, there is little unanimity as to the proper course of revenue developments. The wholesale delegation of taxing powers, patterned after the Pennsylvania experiment, is the boldest method of accomplishing this objective and has certain inherent advantages not possessed by other schemes. Among the latter are the placement of responsibility for taxation upon the unit administering particular programs and incurring expenditures therefor, and the possibility of adjusting the local tax base to fit best the local economy.

At the same time, it is well recognized that unrestricted local taxing powers have disadvantages which, to some extent at least, offset the revenue or home rule advantages which they encourage and make possible. The first of these is the fact that the local tax system becomes more complicated within itself and further beclouds an already complex pattern of fiscal relationships between the federal, state and local units of government. With various local jurisdictions resorting to many new forms of taxation, there is no way to escape duplication of sources with its resulting confusion to the individual and business taxpayer.

Even more important is the fact that the use of unrestricted local powers of taxation may injure the

economy of a particular locality within a state and the industrial position of the entire state. According to the Tax Study Committee created by the Pennsylvania Assembly in 1947,⁶ this is exactly what happened under Act 481 and it resulted in legislation of a restrictive nature.

The eventual position which Pennsylvania achieved after a period of "growing pains" may well be suggestive of the pattern which future authorizations of non-property taxes should take. To prevent indiscriminate and punitive taxation by municipal and other local governments, states should restrict local taxing powers of cities to certain specific taxes or to a class of taxes. The exact levy or type of tax to be authorized should be fixed in law only after careful study and realistic planning of both the city's financial needs and future requirements of the state's existing tax structure. In this connection, tax supplements levied at local discretion but administered by the state agency responsible for the basic tax provide a measure of "home rule" with more administrative efficiency and state-local coordination than otherwise possible.

Mention should also be made at this juncture of the possibilities of expanding certain non-tax revenue sources such as charges for current services. While the record indicates that income from such sources has increased rapidly in recent years there are many localities that have done nothing to make those functions hav-

⁶*Report of Findings and Recommendations on the Pennsylvania Tax System, Part II.* Harrisburg, February 1949, page 2.

ing revenue possibilities at least partially self-supporting. The hard question then becomes this: Does any city which is unable or unwilling to make the users of a direct municipal service bear a portion of its cost have any legitimate right to adopt non-property taxes in direct competition with higher echelons of government?

The alternative to adopting new local tax and non-tax sources as a stimulant for the country's financially-sick municipalities is, of course, an expanded program of aid in the form of grants and shared taxes. As pointed out earlier, the record of the past decade indicates that state aid has grown both in dollar volume and in its over-all contribution to the total revenue structure of American cities. In fact, the major overhauling of some state aid systems, such as that accomplished by the Moore Plan in New York, and a steady increase in the volume of granted funds and shares from state-imposed taxes in many states are just as significant landmarks in the recent history of municipal finance as the movement toward local tax diversification. This growth pattern, plus the fact that state aid provides for an equating of a state's fiscal ability with varying local financial capacities and requirements, virtually precludes any diminution of the latter movement in favor of an exclusive system of local non-property taxation.

The inescapable conclusion to which one is eventually driven is that the non-property tax and the state aid dollar are both inextricably woven in the fabric of contemporary

and future municipal finance in this country. State aid in one form or another is needed in most states to assure a minimum program of public services throughout the state, particularly in those functional areas where there is joint state-local responsibility, and to stabilize municipal revenues in the long run. Added powers of taxation are needed at the municipal level, and particularly so in metropolitan centers, to bolster the sagging property tax, to fix responsibility for the financing of municipal functions upon municipal governing bodies, and to effectuate the concept of municipal home rule.

The only real problem in any particular state appears to be a determination of the relative balance between these two alternatives and setting up a system of priorities for the various segments of such a balanced scheme. While it goes without saying that cities and other local units of government should have a full and fair voice in such a determination, it is clear that the basic responsibility therefor resides with the state and should be recognized by the state as a continuing obligation to its local governmental units as well as to itself.

The experimentation of the past decade, both with state aids and new taxes, provides adequate material for study and analysis of the problem, and above all should encourage a cautious, methodical and planned course of action on a statewide basis as opposed to the splintered and uncoordinated programs which have developed in too many instances.

Cities Step Over Line

Extraterritorial power helps them cope with water, sewage, recreation, transit problems.

By RUSSELL W. MADDOX*

A GENERALLY accepted principle of local government in the United States is that municipal corporations must have definite boundaries. State statutes require that the boundaries of proposed municipalities be clearly set forth in the petitions for incorporation and failure to do so has been held sufficient grounds on which to declare the incorporation void. Corollary to this concept of a definite territory for each municipality is the idea that its powers and functions shall generally be exercised within its own boundaries.

Cities frequently need to go outside their limits, however, to obtain an adequate water supply; they often must go in search of extraterritorial locations for parks and sewage disposal works; bridges and ferries frequently extend into outside areas; nuisances near the limits of the cities require abatement for the protection of the health, safety and welfare of residents. A variety of solutions have been sought to these

needs, one of which has been the exercise of extraterritorial powers.

Since our courts have repudiated the idea that cities possess inherent powers, these units of local government must look to the constitutions or statutes of their states or to their individual charters for authority to exercise powers beyond their limits. The grants of such authority in many areas of municipal activity have not kept pace with the increased need of cities to exercise powers beyond their boundaries. Although this need has been greatly increased within recent years by the rapid development of large urban areas, it was recognized early in our history. Many colonial cities were granted extraterritorial powers in their charters. In the Dongan Charter of New York reference was made to a burial place "without the Gate of the City" and to a ferry from New York to Long Island, established by the former. In its charter of 1796 Baltimore was empowered to prevent the introduction of contagious diseases within three miles of its limits.

Most states authorize cities to go beyond their boundaries to obtain adequate water supplies. The statutes usually provide that the cities may obtain waterworks outside their boundaries "by purchase or otherwise." The chief alternative to pur-

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chase is condemnation, which is in most instances specifically authorized. The failure to make such a specific grant of authority does not constitute a bar to the exercise of this power. Although the rule is not settled, it is generally accepted that, if cities are authorized to construct or improve public works outside their limits and if they are empowered to condemn property for such purposes within their limits, they are by implication authorized to do the same outside their limits. In most states, no geographical limitations are imposed on the power of cities to obtain, construct and operate waterworks.

Although cities in most states are specifically authorized to extend sewers outside their limits to facilitate the adequate disposal of sewage, the courts have held that the power of municipalities to go beyond their boundaries in order to construct and maintain sewage disposal systems may be implied. The area in which cities may obtain extraterritorial property necessary for such facilities is limited in several states. A few states specifically provide for the exercise of police supervision by municipalities over sewage disposal facilities located outside their boundaries.

The provision of an adequate supply of water and the disposal of sewage in an urban community are tasks of great importance. The health and welfare of the inhabitants of any municipality depend to a great extent upon the degree of success with which these problems are met. The realization on the part of state legislatures that they can-

not be adequately provided for solely within the boundaries of the respective municipalities has resulted in relatively generous grants of extraterritorial powers necessary to their successful accomplishment.

Utilities

The authority of municipalities to provide utility services, both within and without their boundaries, is usually found in the statutes of a state. In a few instances such grants of power are found in state constitutions. Most states grant their cities extraterritorial powers in relation to gas and electric works. Although cities acquire utilities primarily in order to provide necessary services to their residents, they often wish to provide services to outside customers.

Does a municipality have power, in the absence of express legislative authority, to furnish service to customers outside its boundaries from a public utility which it has been expressly authorized to own and operate? Although the courts have disagreed, a majority have replied in the negative. However, there has been a tendency in the later cases to give more support to the minority view.¹ This trend has been limited in its significance by the fact that it has been largely related to the extraterritorial disposal of the "surplus" products of municipal utilities. Although willing to sanction the extraterritorial sale of surplus utility products, the courts in some instances have ruled that such authority did not necessarily include

¹See 49 ALR 1239 and 98 ALR 1001.

the power to extend service lines beyond municipal limits.

Approximately two-thirds of the states have authorized, by means of general statutes, the sale by municipalities of the products of their electric and gas plants to customers outside the city limits. In some instances, such authorization has been held to be implied in the power to provide utility services within a city. Municipalities which possess this type of authority may not be free to regulate such services as they may desire or to charge whatever rates they may wish. Instead, they have been frequently subjected to regulation by public utilities commissions in regard to these matters. In the absence of commission control, some courts have ruled that when a municipal utility offers service to all outside customers desiring it, the utility becomes subject to the common law duties of a public utility, including the provision of service at a "reasonable" rate. The rule, however, is that extraterritorial customers must accept the terms specified by the municipal utility.

Police Power

Although it is generally accepted that cities may exercise police power only within their area, most states grant them authority to exercise some extraterritorial police power. Some states restrict the exercise of this power to a few types of property owned and maintained by the cities beyond their boundaries, especially parks and airports.

Extensions of the general police power of cities beyond their limits may be placed in two broad cate-

gories. In one belong those regulations which are imposed as a condition to the exercise of some activity within municipal limits by persons or businesses located outside those limits, such as the sale of milk or bakery goods. In the other category belong the extraterritorial regulations which are not imposed as a condition to the exercise of such intra-city activities. Regulations belonging to the first category are more generally sustained, since the municipality does not in a strict sense extend its regulations beyond its limits. Regulations in the second are more difficult to sustain, and they have frequently been held void.

Health

MORE states grant municipalities extraterritorial police power to protect and promote the public health than for any other purpose. Most states are quite specific as to the type of regulation which may be extended beyond municipal boundaries. The area in which such authority may be exercised is usually circumscribed in a definite fashion. The most common extraterritorial authority in this field pertains to quarantine laws and other regulations designed to prevent the introduction of contagious diseases into the cities and towns.

The regulation of dairies and dairy herds by municipalities in the area beyond their boundaries has produced considerable controversy, although the courts have generally sustained such regulations.² Some states empower cities to inspect and control dairies located outside their

²See 55 ALR 1182.

limits which supply milk or milk products for sale or consumption within their boundaries. Since such power is intended to guarantee a supply of pure milk within the cities, some courts have declared that ordinances designed to accomplish this purpose have no extraterritorial effect, regardless of the fact that they operate upon businesses outside the municipal boundaries. A number of cities, including Davenport, Iowa; Omaha, Nebraska; Charlotte, North Carolina; Fort Worth, Texas; and Syracuse, New York; report that they possess no extraterritorial authority over milk producers except to prohibit the sale of their products within the municipal boundaries unless they submit to inspection by local health officers in order to insure compliance with standards.³

In some instances, the courts have refused to sanction the exercise of extraterritorial power related to milk inspection on the ground that the methods were "unreasonable." An excellent discussion of the fundamental problem is found in the recent Georgia case of *Moultrie Milk Shed, Inc. v. City of Cairo*,⁴ which involved an attempt to obtain an injunction to prevent Cairo from enforcing an ordinance which prohibited the sale of milk in the city unless it had been pasteurized in a plant situated in Grady County, where Cairo is located. The court ruled that the fact that the pasteurizing plant was located outside

Grady County bore no reasonable relation to the matter of protecting the public health which would justify a classification different from that given to a plant located in Grady County.

Although not so numerous as those dealing with milk, a number of cases have dealt with attempts by municipalities to regulate the slaughtering of meat outside their boundaries. A few years ago, the Texas Court of Civil Appeals voided as discriminatory an ordinance prohibiting the sale of meat in Greenville unless it had been slaughtered in the city's abattoir or, if slaughtered elsewhere, unless it bore a federal inspection stamp. The court held the ordinance to be discriminatory because it imposed federal inspection on intrastate dealers and at the same time merely required the equivalent of such standards at the city's abattoir.⁵ On the other hand, a California case held that a city had the power to impose conditions on the operation of an abattoir outside its limits as a condition to the sale of meat in the city.⁶

Welfare, Morals

Municipalities are frequently authorized to perform certain extraterritorial functions intended to enhance the general comfort and well-being of the local residents. Included in this category are authority over cemeteries and burial of the dead, the regulation of "unwholesome" businesses or establishments, such as slaughterhouses, soap fac-

³Replies to questionnaire; of 32 cities, eighteen indicated they regulated the extraterritorial production of milk for sale within the city.

⁴57 S. E. (2d) 199 (1950).

⁵*City of Greenville v. Pratt*, 214 S.W. (2d) 179 (1948).

⁶*City of Oakland v. Brock*, 60 Pac. (2d) 522 (1936).

tories and tanneries, and the abatement of general nuisances. Although one-third of the states grant cities authority to regulate certain unwholesome businesses for a stated distance beyond their boundaries, only a small part of these cities attempt to exercise this power. Instead, the regulation of such matters is generally left in the hands of county or state authorities.

A third subdivision of the police power concerns the protection of the public "morals." The powers granted to municipalities in this category are primarily designed to curb gambling, intoxication and sexual irregularities. Few states grant cities extraterritorial authority in regard to these matters and very few cities attempt to use their authority when it exists. In these days of rapid transportation, the regulation of such matters, in order to be at all effective, needs to be on a state-wide basis at least.

Taxes, Special Assessments

ONE of the major problems of local government involves attempts to require residents of suburbs to pay in part for the advantages and services obtained from nearby cities. Without specific legislative authority, a city may not extend its powers of taxation beyond its boundaries. This rule has been supported by the courts in a long line of decisions. On the other hand, the courts have upheld such grants of authority. Over 80 years ago, in *Langhorne and Scott v. Robinson*,⁷ the Supreme Court of Virginia upheld an act authorizing Lynchburg

to tax persons and property for a distance of one-half mile outside its limits for a specific purpose. In a few instances, the courts have been unwilling to sanction the exercise of extraterritorial tax authority by cities, even though such power was extended by legislative authority.

Numerous and thorny problems have been raised by attempts on the part of municipalities to tax businesses and persons partially within the city and partially without. The United States Supreme Court early announced that any attempt on the part of a municipal corporation to impose a tax for purposes of revenue on persons selling goods within the municipality but who did not have a place of business therein was invalid as applied to individuals or firms doing business in another state as interference with interstate commerce.⁸ However, a city may impose an occupation tax on a public carrier which transports freight or passengers to or from any point within the city and any point within the state if such a carrier has a depot or place of business within the city, provided all interstate traffic is excepted.⁹

State legislatures may authorize cities to tax persons outside their limits whenever such persons pursue vocations within their boundaries, in so far as their property within the municipal limits is concerned, such as salary earned, property used and other types of income. Thus a city may impose occupation-

⁷*Robbins v. Shelby County Taxing District*, 120 U.S. 489 (1887).

⁸*City of York v. C. B. & Q. Railroad Co.*, 56 Neb. 572; 76 N.W. 1065 (1898).

⁹20 Gratt. 661 (Va. 1871).

al taxes on all non-resident professional people who practice their professions within the city, as well as those non-residents who work for a salary or wage within the city. Likewise, a city may impose taxes upon peddlers whose site of business is outside the city but who use vehicles to conduct business within the city, unless the authority to levy such a tax is denied implicitly or explicitly by law.

A city may not, without specific legislative authority, impose special assessments upon property located beyond its boundaries. This rule has often been strictly applied by courts in different states. Although in some cases a legislative grant of such authority has been declared unconstitutional, such grants have in most instances been upheld.

Licenses

Like general taxes and special assessments, municipal licenses are confined to municipal limits unless a broader area for the exercise of the licensing power has been authorized by law. A significant difference between the two categories of authority lies in the fact that cities are more frequently empowered to exercise extraterritorial licensing authority than to levy general taxes and special assessments outside their boundaries. Generally speaking, cities are authorized to license businesses located beyond their boundaries only for the purpose of regulation, and their fees must be designed to defray the cost of the regulation and not to produce revenue.

Furthermore, cities must not attempt to impose licenses on busi-

nesses outside their boundaries in such a manner as to subject these businesses to "unreasonable discrimination" or denial of "equal protection of the laws." Nor may such licenses directly interfere with, regulate or burden interstate commerce. An indirect, non-discriminatory effect is permissible, but any direct or discriminatory effect on interstate commerce is invalid.

One of the more important and controversial aspects of this problem concerns the imposition of occupation taxes on out-of-town businesses which do business in the cities from motor vehicles. There is some disagreement as to whether ordinances which levy license fees upon non-residents but exempt the establishments of persons having permanent places of business in the municipalities are valid. The distinction between residents and non-residents has been held to be justified on the ground that there was no evidence that the imposition of a higher license fee on non-residents was unreasonable, capricious or confiscatory.

Even where an attempt is made to levy a license fee against extraterritorial businesses for regulatory purposes, the courts may be reluctant to uphold the ordinance. In *Phillip v. City of Siloan Springs* (Arkansas) and *Continental Baking Co. v. Mt. Vernon* (Washington),¹⁰ ordinances imposing fees to defray expenses of inspection of extraterritorial concerns doing business in the municipalities were upheld.

¹⁰30 S. W. (2d) 220 (1930); 44 Pac. (2d) 821 (1935).

On the other hand, in *Ex parte Blois*,¹¹ the Supreme Court of California voided an ordinance which imposed a fee on non-resident bakeries five times that imposed on resident bakeries. In the first two cases, the courts felt that the fees applied to the extraterritorial businesses were fair, while those imposed in the California case bore no reasonable relation to the expense required to inspect the outside establishments.

Subdivision Regulation

In those states where action has been taken to cope with the recent rapid growth of suburbs around our cities, two methods have been most commonly used. Some 30 states have extended the jurisdiction of cities a certain distance beyond their limits in order that they may exercise a degree of control over subdivisions in the specified area. The courts have experienced little difficulty in upholding such grants of extraterritorial jurisdiction. The major alternative to this arrangement has been found in the creation of county planning boards which are empowered to regulate the subdivision of land outside municipal boundaries. In some instances, provision has been made for cooperation between municipal and county planning agencies. The specific extraterritorial area over which municipal agencies are granted authority to regulate subdivisions varies from one to six miles, with three miles most common. These limitations have proved unrealistic in the light of in-

creasingly easy access to outlying areas which are physically part of the municipalities but legally separate and independent.

In order to enforce municipal authority over extraterritorial subdivisions, three methods have been commonly authorized. First, the statute may provide for the imposition of a fine upon the subdivider for each lot which he sells from an unrecorded plat. Second, cities may be authorized to seek an injunction to prevent such sales. Third, a fine or possible imprisonment may be imposed on the officer responsible for recording the property if he records an unapproved plat.

The city of Glendale, California, has developed a cooperative arrangement with the county that has great merit. Although the control of subdivisions outside Glendale is in the hands of the County Regional Planning Commission, the commission requests the municipal planning commission to report its views on the approval of subdivisions adjacent to or in close proximity to the city. Although the county commission is not required to follow the recommendations of the city commission, it often does so. Such a cooperative arrangement between municipal planning agencies and corresponding agencies of the counties in which they are located seems to present the most feasible solution to the many problems involved in the regulation of subdivisions near municipal boundaries.¹²

¹¹176 Pac. 449 (1918).

¹²Joint control is exercised by the municipalities and counties in Virginia.

News in Review

City, State and Nation

Edited by H. M. Olmsted

Indiana Prepares for Lawmaking

Short Session Makes for Some Difficulties

THE interim between the 1953 and 1955 sessions of the Indiana legislature has been used as a period of active legislative preparation. Like other states with biennial 60-day sessions, Indiana has experienced the difficulties of the short session—lack of information on the many bills introduced, inadequate time for study, and last-minute “log jams.” The present state administration, disturbed about this, has sought solutions.

First, eight study commissions were established by the General Assembly or set up by executive order of the governor. Formerly such commissions were commonly regarded as devices for postponing action on controversial issues. The increasing complexity of state and local governmental problems since the war, however, has tended to establish them as definite aids to more intelligent legislation and improved government. Composed of government officials and private citizens having expert knowledge of the subjects, the commissions studied problems of state and local finance, inter-governmental relations, public employees' retirement fund, traffic safety, etc. Two completed their work and made their reports available to the legislators before the 1955 session.

In the second place, the joint Legislative Advisory Commission, created in 1945 as a part of the Legislative Bureau for research activities in matters of concern to the legislature, was unusually active throughout 1954. Headed by Lieutenant Governor Harold Handley, the

commission was increased in size from six to twelve members late in 1953 and seven subcommittees were appointed to report to the commission, after hearings, in the fields of education, highways, water resources, local finance, county government, mental health and mental institutions. Studies made by these subcommittees were the most extensive that have occurred since the creation of this commission.

A striking innovation was the holding of informal monthly meetings of legislators with the Advisory Commission, beginning in January 1954, and continuing throughout the year except for July and August. Heads of state departments and all organizations interested were invited to attend these meetings and present their problems and suggestions for legislation.

The objective was to acquaint legislators with the problems they must solve during the 1955 session. By this method they could become as well informed as legislative committees, which hold their hearings during the regular session. Since 1954 was an election year, the June meeting was opened to the legislative candidates of both political parties. At this time representatives of state departments discussed six major problems: highways, unemployment, mental health, schools, traffic safety and state budget.

In the third place, two valuable changes were inaugurated by the State Budget Committee. In the past this committee kept its decisions on budget requests secret until the completed document was presented to the General Assembly. In 1954, however, the committee disclosed the results of its budget-paring activities as the work progressed and sent to each department a detailed report. The department heads were invited to express their reactions and suggest alternatives. This

enabled the budget committee to do a better job since it had the benefit of debate and reexamination of controversial budget changes.

The complete budget was then made public early in November, almost two months prior to the 1955 legislative session, and earlier than ever before in the state's 138-year history. Time was thus provided to legislators for advance examination and study of the budget and departmental and public reaction to it.

Pre-legislative Conference

Finally, near the end of November, Governor George Craig held a six-day pre-legislative conference on the Indiana University campus at Bloomington, to which all members elected to the General Assembly were invited. Its purpose was to give the legislators and their constituents a preview of the state administration program several weeks before the General Assembly actually convened. At these daily meetings major recommendations for legislation were presented on the following problems: traffic/safety and highways, revision of the liquor laws, unemployment compensation, water resources, mental health, state institutions, education, budget, taxes and assessments.

Less than half the legislators found it possible to attend the conference. For those not present the governor provided a kind of correspondence course on his proposals by mailing to each absentee copies of bills and other data that were distributed during the conference.

Whether all this energetic pre-legislative activity will provide a substitute for longer biennial sessions or for the continuous sessions proposed in the National Municipal League's *Model State Constitution*, only a study of the 1955 legislative session will disclose. Even if the experiment is proved successful, there is no guarantee that the process would be repeated in the future, especially by a new administration. Removal of the several

existing legislative curbs would seem to be the better solution.

CARL L. HEYERDAHL
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More Legislative Services for New Jersey?

A unified agency to assist the New Jersey legislature, to be known as the Law Revision and Legislative Services Commission, is proposed in the report of the Legislative Procedure and Research Commission, appointed in 1953 and reconstituted in the 1954 session of the legislature. The new agency would supersede the Law Revision and Bill Drafting Commission, supplementing its functions by increased legal assistance, budgetary investigation and responsibility, and general research facilities.

The proposed new commission, to include four members from each house of the legislature, would comprise three divisions: (a) a division of counsel to the legislature to furnish the latter with legal assistance, information and advice relating to the subject matter and legal effect of present and proposed statutes and questions of parliamentary law and legislative procedure; it would have the additional authority to give formal legal opinions on legislative matters when requested by officers or committees of the legislature; (b) a division of law revision and bill drafting to carry on continuous revision of the statutes, to draft bills and other measures for the legislature, to conduct examinations of measures proposed for introduction in the legislature as to form, and in general to continue the work of the present Law Revision and Bill Drafting Commission; (c) a division of legislative information and research to furnish factual information as to the contents of measures pending before the legislature during sessions and to carry on factual research during recesses of the legislature.

The executive director and chief counsel of the present Law Revision and Bill Drafting Commission would be designated to a similar position with the new agency, and would also head the division of law revision and bill drafting; the same official, Charles De F. Besoré, has been acting as secretary to the Commission on Legislative Procedure and Research. The division of counsel to the legislature would be headed by the counsel of the present Law Revision and Bill Drafting Commission (now John W. Ockford). A trained and competent research director would be engaged to head the division of legislative information and research, together with an adequate staff.

The entire staff of the present Law Revision Commission would be transferred to the new commission, in similar capacities to those in which they now serve.

There would also be established a legislative budget and finance officer for the legislature, who would head an office of similar description. He would be appointed by the new commission and would serve under its general supervision, but would work closely with the joint appropriations committee of the legislature. He would collect information relative to the executive budget and the departmental requirements and would also prepare the budget of the legislature and its agencies and aid the legislature in the administration of its own appropriations and those of its agencies.

The new commission would be expected to make a continuing study of the methods, practices and procedures of the legislature from time to time and submit recommendations for their improvement.

The Legislative Procedure and Research Commission has been headed by Senator Albert McCay, with Assemblyman G. Clifford Thomas as co-chairman. It rendered a preliminary report to the

1954 legislature, recommending reduction in the number of standing and joint committees and a simplification and improvement in the procedure as to printing bills. Both recommendations were adopted.

The report does not recommend a legislative council for formulation of a legislative program. It expresses the belief "that because of the highly partisan character of the membership of the New Jersey legislature the proceedings of a Legislative Council might be used for the raising of political issues for the mere purpose of making political capital of them in ensuing elections."

The commission's recommendations have been embodied in a series of bills, one of which, establishing the legislative budget and finance director, was signed into law on January 10 by Governor Robert B. Meyner, with reservations as to the lack of supervision by executive accounting personnel over the propriety or correctness of any legislative expenditure.

In his message to the incoming legislature on January 11 Governor Meyner assailed the present caucus system whereby the majority party caucus decides what bills will be voted on in the legislature, and also asserted that the legislature should "seriously consider the establishment of a working schedule. . . . The cost of not setting a target date for completion of legislation has led to inefficiency, needless rehashing of legislative problems, procrastination and failure to act at all on many important matters."

Revision of Connecticut Constitution Sought Again

Modernization of the Connecticut constitution of 1844 is again a matter of lively interest and effort despite several setbacks in recent years. The State League of Women voters, which has been urging a constitutional convention since 1950, has helped to organize a new Citi-

zens' Committee for Revision of the State Constitution. Organized in December at a meeting in Cheshire of 35 prominent men and women from various parts of Connecticut, it plans the formation of subcommittees in towns and cities throughout the state.

Mark S. Matthews, Greenwich lawyer, active in many civic affairs, was elected temporary chairman.

State Parole Administrators Hold Ninth Annual Meeting

The Parole and Probation Compact Administrators held their ninth annual meeting in Chicago on October 23-24. All 48 states are now members of this interstate compact—a unique record, according to the Council of State Governments. Among major matters discussed was a preliminary draft of a proposed compact on juvenile delinquency, which includes the counterpart of the compact on supervision of adult parolees and probationers.

Statehood for Alaska Urged by Its Cities

The League of Alaskan Cities, at its 1954 convention, adopted a strong resolution favoring immediate statehood for Alaska, largely as an aid to municipal home rule and for improvement of the financial position of cities.

As part of its statehood resolution, the league also reaffirmed its stand favoring the calling of an immediate constitutional convention even before Congress enacts enabling legislation for Alaska to become a state.

Meanwhile several groups in Alaska have started studying provisions for a future state constitution. In February 1954, Operation Statehood, an Anchorage citizens' group devoted to promoting the statehood cause, established a constitutional committee to begin preliminary studies and research. During the summer an Alaska-wide group was formed in

Fairbanks with the aim of coordinating efforts to prepare the people for the constitutional convention. Chapters are now being organized throughout Alaska, and the Operation Statehood constitutional committee has agreed to participate fully in the territory-wide program.

The Anchorage citizens group has held weekly meetings for almost a year and is in the process of drafting what it believes should be the basis for the Alaska constitution. In developing the draft, the group used as its point of departure the *Model State Constitution* prepared by the National Municipal League. Also studied were provisions of various state constitutions and the proposed constitution adopted by the people of Hawaii. With the help of the National Municipal League, the Constitutional Committee has also assembled a vast amount of general information on constitutional provisions and has been able to undertake the difficult task of tailoring a constitution to the special conditions of Alaska.

While citizens groups are beginning to take an active interest, the officially-constituted Alaska Statehood Committee is continuing its efforts to lay the basis for a constitutional convention. The committee has prepared several preliminary reports upon particular subjects and has made arrangements to engage top flight constitutional experts prior to the convening of the convention, which is expected to be during the second half of 1955.

VICTOR FISCHER

Executive Secretary

League of Alaskan Cities

Council-Manager Plan Developments

The International City Managers' Association reports the following 1954 additions to the list of council-manager municipalities, not previously reported in the REVIEW: TEMPE, ARIZONA, (1950 population 7,684); EL CAMPO, TEXAS,

(6,237); BEAVER (6,360), SHILLINGTON (5,059) and WELLSBORO (4,215), PENNSYLVANIA; PLEASANTVILLE, NEW YORK, (4,861); WALLED LAKE, MICHIGAN, (2,788); AMBERLEY, OHIO, (885); ADAIR, TENNESSEE, (100) and MOUNT-LAKE TERRACE, WASHINGTON. It also reports three 1955 adoptions: COVINA, CALIFORNIA, (3,956) and two small communities in PENNSYLVANIA, HAMPTON and WARRINGTON.

In MASSACHUSETTS a variation of the present statutory council-manager plans (D and E) has been proposed in the legislature. It would permit municipalities of less than 50,000 population to adopt a manager plan having a council of five members. Plans D and E call for councils of seven or nine.

In AIKEN, SOUTH CAROLINA, in response to a questionnaire of the League of Women Voters, all members of the new city council indicated that they favor the council-manager form of government. It is expected that the council will appoint a commission to make recommendations for a new charter.

Petitions have been circulated in WHITEHALL, OHIO, calling upon the council to place before the voters the question of electing a charter commission. If such a commission is authorized and elected it is contemplated that a council-manager charter will be drafted.

In ASHLAND, KENTUCKY, which voted on November 2, 1954, to retain its council-manager plan of government adopted in 1950, a recount has been petitioned for. Ashland was incorrectly reported as Ashland, West Virginia, in last month's REVIEW, at page 37. It is on the Ohio River, close to West Virginia.

A citizens' committee on city manager government has been formed in MORRISTOWN, TENNESSEE, and considerable discussion of the subject has taken place.

The pros and cons of the manager plan have been under discussion in MANCHESTER, TENNESSEE.

In SUPERIOR, WISCONSIN, an organization headed by a former city councilman and state legislator has circulated petitions calling for a referendum vote at the April 5 election on the question of abandoning the manager plan in favor of the mayor-council plan, the council to be elected by wards.

A vote on the question of adopting the council-manager plan will be held at the March 1 primary election in COLLINGSVILLE, ILLINOIS. Petitions circulated by a group of citizens, including various young civic leaders, have been approved by court order. Mayor Louis Jackstadt announced four months ago that he favors the manager plan, but not all council members do likewise.

In SPARTA, ILLINOIS, a Better Government Committee has been formed in an effort to obtain council-manager government. Petitions calling for a vote on the question at the municipal election on April 19 have been circulated.

Voters of STERLING, ILLINOIS, will decide March 1 whether they want a council-manager form of government. Petitions asking for the election contained 500 signatures.

In CLINTON, IOWA, the grand jury, upon indicting a former city clerk, suggested a change from the existing mayor-council form of government to the council-manager plan, for better city administration.

A group of citizens in YANKTON, SOUTH DAKOTA, called the Yankton Municipal League, has circulated petitions and held public meetings for adoption of the council-manager plan. Without assailing present officials the group favors full-time, efficient city management instead of part-time efforts.

In RUSSELL, KANSAS, a petition for an election on the question of abandonment of the council-manager plan, adopted there in 1948, has been found to have insufficient valid signatures to compel an election to be held.

City Managers Hold Outstanding Convention

The 40th annual conference of the International City Managers' Association, held in St. Petersburg, Florida, December 5-8, 1954, was attended by over 425 city managers and management staff members from all over the United States and from Canada and Mexico. One hundred managers were attending their first ICMA conference.

President George E. Bean, of Peoria, Illinois, opened the sessions with a warning that the growth of the movement has "intensified opposition by politically powerful people and groups who do not believe in the council-manager approach."

Luther Gulick, city administrator of New York, was the banquet speaker. He stressed the need of drawing on technological advances for the public service and of recruiting persons of high ability and integrity for important management positions.

A. E. Fuller, manager of Fulton County, Georgia, dealt with public finance and emphasized difficulties as to fringe areas and other metropolitan problems. Edmund F. Ricketts, field supervisor of the Public Administration Service, discussed public personnel and methods of improving relationships between management and employees. Professor Howard K. Menhinick, of Georgia Institute of Technology, spoke on trends in city planning. One period was devoted exclusively to discussing the relations of the manager with the public.

Ross E. Windom, city manager of St. Petersburg, was elected president for the ensuing year. Bretton Woods, New Hampshire, was selected for the 1955 conference.

Charter Commissions in New Jersey

In addition to the six New Jersey municipalities noted in the December

1954 REVIEW (page 589) as having voted on November 2 to approve the establishment of charter commissions, the township of Ewing, in Mercer County, has done so.

The December note states that such commissions can only select one of the optional charters of the Faulkner Act; however, it appears that the act (Chapter 210, Laws of 1950) provides that the commission may also propose a special charter or specific amendments to the existing charter, and may recommend that the governing body of the municipality shall petition the legislature for the enactment of such special charter or amendments.

Two Cities Annex 62 Square Miles

The voters of Kansas City, Missouri, have approved three proposals to add 48.1 square miles and about 18,000 residents to the city by 1959. At that time, the city will cover a total of 129.19 square miles and have a population of nearly 500,000.

In Corpus Christi, Texas, the voters approved annexation of 14.3 square miles with a population of 12,500 by a vote of 5,856 to 2,046 on October 26, 1954, reversing a stand taken one month before. This is an addition of over 50 per cent in area and about 9 per cent in population.

Both Kansas City and Corpus Christi conducted campaigns to point out to voters that there were a number of advantages to annexation—among them a metropolitan area operating as one unit and sharing financial resources and technical knowledge. The local newspapers in both cities aided the campaign with series of articles and other publicity.

Kansas City prepared a fifteen-page booklet titled, *People Are Proud*, describing the services that the annexed area will get from the city and explaining other elements of the annexation proposal. In Corpus Christi, the mayor and the city-county health unit sent city residents

letters that told of health hazards of uncontrolled fringe area growth. Many city services have been extended to the new area since the election, and large additions to sewers, sewage treatment, street surfacing, etc., are to be made.

800 at American Municipal Congress

The American Municipal Association's 31st American Municipal Congress, held in Philadelphia November 28 to December 1, 1954, was attended by over 800 delegates and guests, a record number. Prominent speakers included the AMA president, Mayor William E. Kemp of Kansas City, Missouri, Mayor Joseph S. Clark of Philadelphia, President Clement D. Johnson of the U.S. Chamber of Commerce and Governor-elect George M. Leader of Pennsylvania. Mayor Allen C. Thompson of Jackson, Mississippi, was elected president of AMA.

Following the Philadelphia meeting 240 mayors, city managers and other municipal officials attended a local government conference in Washington, D. C., addressed by President Eisenhower and other federal officials.

Florida League Proposes Home Rule Amendment

At the annual convention of the Florida League of Municipalities, held in Tampa November 21-23, 1954, its home rule committee presented a draft for an amendment to the state constitution, concerning form of government and jurisdiction of officers, to give municipalities the choice of an act of the legislature, to be approved by popular vote in the municipality, or election of a charter board to prepare a charter for submission to popular vote. Annexation of unincorporated areas, on approval by majority vote in the combined area affected, would also be provided for. The committee

recommended that a further amendment regarding the powers of municipalities be drafted by a special committee after further study.

The need of constitutional revision to provide home rule was stressed at the convention by Attorney General Richard W. Ervin and by T. E. David, speaker-designate of the House of Representatives. Mr. David stated that the Florida constitution is in such a "hodge-podge" condition it is a handicap to legislation and court decisions.

Washington League Holds 313 Regional Meetings

When the 1954 series of 21 regional meetings of the Association of Washington Cities was concluded it brought to 313 the number of such meetings in twenty years. Over 12,000 public officials have attended them, a record 1,200 being at the 1954 series. The largest meeting of the year was at Sunnyside, with 93 people from fourteen cities of the lower Yakima valley.

Conference of Mayors to Meet in New York

The United States Conference of Mayors will hold its 1955 meeting at the Waldorf-Astoria Hotel in New York City, May 19-21, including a social program which begins on May 18. The permanent headquarters of the conference are at 730 Jackson Place, Washington, D. C.

Public Administration Conference in New York

The American Society of Public Administration holds its 1955 annual convention in New York City March 18-20, at the Hotel New Yorker. The society's national office is at 1313 East 60th Street, Chicago.

Inter-American Congress Well Attended

The fifth Inter-American Congress of Municipalities was held in San Juan, Puerto Rico, December 3-7, 1954. Over 250 delegates took part from seventeen countries of the Americas. Technical discussions on the following subjects were led by Puerto Rican officials or professors:

Municipal redevelopment, good municipal administration as a stimulant for greater autonomy, human relations between the municipal government and its citizens and human relations between the municipal government and its personnel.

The Inter-American Municipal Organization, the convenor of the Congress, voted to hold its next congress in the city of Panama in February 1956 and elected the following officers: President, Doña Felisa Rincón de Gautier, city manager of San Juan, Puerto Rico; vice president, Sr. Miguel A. Ordoñez, mayor of Panama. Dr. Carlos M. Morán, secretary-general since the inception of the organization in 1938, was re-elected. Additional members of the executive committee are the mayor of Havana, seat of the headquarters of the organization; Mayor de Lesseps S. Morrison of New Orleans; a representative of the municipality of Montevideo; and Herbert Emmerich of Chicago, chairman of the U.S. Committee for International Municipal Cooperation.

Copies of the discussion papers may be obtained from Dr. Morán, secretary-general, Obispo 351, Havana.

Ohio Press Institute Features City Problems

The School of Journalism of Ohio State University, in Columbus, is conducting a five-day press institute beginning February 14 and consisting of special short courses and seminars to explore pressing problems of municipalities and ways in which newspapers can help in finding solutions. It is directed to city editors and their assistants as well as political reporters, and is limited to 25 participants on a fee basis. A series of institutes is planned for the benefit of workers in other newspaper departments.

Areas to be covered in this initial institute include types of city charters in Ohio, structure of county governments and metropolitan districts, Ohio law as it affects reporters and editors in maintaining a free flow of information to readers, and consideration of language and pictures in presenting complex material. Slum clearance, urban redevelopment, parking, traffic congestion and municipal finance are among the problems to be considered in terms of news coverage.

The institute is directed by Professor Frederick W. Maguire, of the School of Journalism. Its faculty includes four other professors of the university: Eugene Van Cleef of the Departments of Business Organization and Geography, who is a municipal planner; Harvey Walker of the Department of Political Science, experienced in public finance; Edgar Dale of the Bureau of Education and Research; and James E. Pollard, director of the School of Journalism and an authority on the law of the press.

County and Township

Edited by Edward W. Weidner

Wisconsin Highway Relations Improve

U. S., State, Counties
Cooperate on Standards

WISCONSIN'S application for greater latitude at the state level in administration of federal aid secondary projects has been approved by the Bureau of Public Roads. The December issue of *Wisconsin Counties*, official organ of the Wisconsin County Boards Association, describes the recent shift in the controls of the state and national governmental agencies over the administration of such road projects.

The shift was sought by county officials who for some time have strongly objected to the "high, rigid" standards of the federal bureau regarding construction of rural roads and bridges financed in part with national funds.

The effect of the change has been twofold. The shift will enable the counties, in cooperation with the State Highway Commission, to develop standards according to the specific conditions of each project. Previously standards were set by the national agency. According to the article, "the projects for construction will be selected and the specifications with respect thereto will be determined by the State Highway Department [Commission] and the appropriate local road officials in cooperation with each other."

Second, the shift will place responsibility for the supervision and final inspection of federal aid secondary road projects on the State Highway Commission. Current supervision of construction also will be the responsibility of the state. And the state is authorized to employ the engineering services of the local units for

supervising construction. Only after a project has been completed is the state to report to the national agency.

A unique venture in state-county informal cooperation has been developed as a result of this shift. At a conference of state and county officials a plan for airing objections to the administration of federal funds for secondary roads was devised. A committee of three representatives of county officials—one member representing the Wisconsin County Boards Association, the other two being presidents of the County Highway Commissioners Association and the County Highway Committeeman's Association—was created "to receive complaints, grievances from any county or from the State Highway Commission relative to reasons why federal aid secondary funds cannot be used advantageously in a county because of standards, designs or any other reasons." In addition the committee is to consider any complaint as to the manner in which rules and regulations are being enforced on projects under way.

LLOYD W. WOODRUFF

University of Wisconsin

Wisconsin's State-County Relations

At the recent National Highway Conference in Columbus, Ohio, the director of administration of the Wisconsin State Highway Commission declared that state-county cooperative relations in the highway field in Wisconsin are based upon the creation of a basic administrative road unit which has not been weakened over the last few decades as it has been in other states.

The main legal basis of state-county cooperation in Wisconsin is to be found in these provisions of the law: a system of financial aid to counties and local units; a uniform cost-accounting system

devised by the state auditor; approval by the state highway commission of a system of county-aid highways selected by the county boards; approval by the commission of a county board selection of a county-trunk system; cooperation of counties and the state highway commission in the selection of federal-aid secondary and feeder roads; the commission to collect annually from each town, city and county information on receipts and disbursements for highway and street purposes; agreement of the commission and the counties on projects for expenditure from state trunk highway allotments to counties; approval by the county of any deviation from the existing location in excess of two and one-half miles in cases of relocation of state trunk highways; the state highway commission to have improvements performed by counties; the commission to arrange with any county to have all or certain parts of maintenance of state trunk highways performed by the county, and the commission to order that all or certain parts of required lands or interests therein for highway purposes shall be acquired by the counties.

Any legal system, however, must be supplemented by a workable system of human relations, the director commented:

1. A voluntary and cooperative attitude shared by the state and counties;
2. State leadership based on constructive guidance and helpful cooperation, under which local initiative is retained and fostered, and recognition that the larger part of the responsibility for a well ordered state-county relationship rests with the state;
3. A strong state secondary roads unit in the central office and an effective unit in each district office;
4. Continued strengthening of county administration;
5. Extension of technical services to the counties;
6. A growing professional and occu-

pational relationship among people performing like services;

7. A growing and more intimate state-county relationship based on close acquaintance and better understanding;

8. A statewide outlook in highway affairs which recognizes that the provision of highway services requires participation by all levels of government.

California Counties Would Regulate Salaries

The County Supervisors' Association of California has made a series of recommendations favoring more county control over the salaries of county officers. Presently there are some 2,827 county officers, judges and employees whose salaries are fixed, position by position, by each regular session of the California legislature.

The association has, therefore, recommended that the legislature adopt a uniform plan of salaries for court judges, dividing the counties into three to five classes by population. As for municipal court employees, the supervisors' associa-

Overhaul County Governments Says Press

Rather than a piecemeal job of trying to modernize the powers of the counties, Wisconsin would be well advised to take a new look at its whole system of county government. Perhaps the system is still adequate for counties which remain essentially rural and small town in nature. But it should be possible to classify counties as we classify cities, and establish a more modern type of government for those which have large populations and urban problems.

From the *Racine Journal-Times*.

tion recommends that the boards of supervisors be allowed to fix the number and salary of municipal court employees except for judges, commissioners and referees. Finally, the association feels that county boards should be permitted to set the salary of such county officers as the superintendent of schools, district attorney and county auditor.

Governor Urges Elimination of Connecticut Counties

In his inaugural address delivered early in January Governor Abraham A. Ribicoff said: "I urge the passage of immediate legislation to eliminate county government and transfer its functions to appropriate state agencies. . . . For half a century county government in this state has outlived its usefulness."

The Governor pointed out that certain functions, and specifically that part of child welfare now administered in the counties, should be transferred to the state. He remarked that the counties continue to exist "because control of these unfortunate children by the counties provides a reason for existence of this outmoded, inefficient and uneconomical form of government."

There are eight counties in the state but because they have no general administrative functions there are no county seats such as are found in other states.

Nassau County, New York, Adopts Permanent Registration

Nassau County, New York, a populous community of some 673,000 immediately adjacent to New York City, has adopted the provisions of the state's 1954 law permitting counties to install a prescribed system of permanent registration. Nassau is the second county to take such action; Broome County, with a population of 184,000, having done so a short time previously.

Grand Jury Recommends County Manager Plan

For the second consecutive year, the Grand Jury sitting in Riverside County, California, has, in substance, recommended that the county turn to a county charter which would provide the manager form of government. Backing up the grand jury, "Desert County, Inc.," a movement nominally calling for secession of a portion of Riverside County, has passed a resolution asking the board of supervisors to set an election at which a fifteen-member board of freeholders would be elected to draw up a charter.

Washington County Makes Economies in Highway Costs

Six years ago the Washington legislature provided a framework for administrative and operational improvement in highway organization. Okanogan County took advantage of this legislation and centralized its road administration. As a result large economies have been secured and 45 men now do more work than 65 did before 1950.

The 1949 legislature provided for the pooling of all district equipment, a ten-year planning program supplemented by a yearly planning system, and uniform cost accounting systems for all counties in the state. The legislation also specified that the engineer was to have supervision over maintenance work as well as construction.

Urbanization of Rural Areas Raises Problems

The progressive urbanization of rural areas has raised severe zoning problems as well as problems for many other governmental services in counties and towns. In New York State, Allen L. Cobb, president of the National Fire Protection Association, has pointed out that the removal of many industries to

unincorporated town territory is because much of the industry finds it difficult to meet the smoke or water pollution requirements of its community. Many towns in New York State lack building codes or fire regulations.

Planning Group Publishes Land Use Study

The Upper-Montgomery County (Maryland) Planning Commission has published a land-use study based on field work conducted in 1952. The purpose of the study is to develop a catalogue of the extension and location of all land use so that an intelligent over-all plan may be developed.

The study includes sections on geography and population, history, survey method and land use. Approximately 89 per cent of the land area in Upper Montgomery is devoted to agricultural uses and only 1 per cent to residential use.

Oklahoma Tries for State Medical Examiner

The Oklahoma Crime Study Commission, appointed by the governor in 1954, has introduced into the legislature its bill for removing the duty of investigating unattended deaths from the locally elected justices of the peace and vesting this function in a state medical examiner with office and pathological services at the School of Medicine at the University of Oklahoma.

A State Board on Unexplained Deaths is to be appointed by the governor with three members, unpaid, serving five years with staggered terms. This board will be vested with the duty of selecting the state medical examiner, adopting rules for his conduct and confirming his appointments of assistant medical examiner and one medical examiner for each county.

The county medical examiner will hold

office for four years and must be a licensed doctor of medicine or osteopath duly licensed to practice. In counties where no such person can be found qualified and willing to serve, the state medical examiner may put the function into the hands of some nearby county medical examiner.

Central reporting to the state medical examiner and to the county attorney is required. County medical examiners are to be paid \$10 for each examination by their respective counties. Autopsies can be made at the discretion of the county or state medical examiner or the county attorney or a judge of the district court, including power to require exhumation of bodies. The initial appropriation for the first biennium is placed at \$39,500 per year.

The bill follows the principles of the National Municipal League's *Model Medico-legal Investigative System* and the *Model Post-mortem Examinations Act* of the Commissioners on Uniform State Laws.

R.S.C.

County Government Grows Stronger, Says Article

In a comprehensive survey of recent changes in American county government, Professor George S. Blair has pointed out that county governments today are very different in the functions they perform and are stronger than 40 years ago when H. S. Gilbertson, in his study of county government, called it the dark continent of American politics. Professor Blair, writing in the *County Officer*, points out that many of the changes recommended by Gilbertson have been effected and others are being considered by the more progressive counties. Considerable research work in county government is also a recent development, according to Professor Blair.

Proportional Representation . . .*Edited by George H. Hallett, Jr.
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)*

Worcester Voters 2nd Class Citizens?

Efforts to Take P.R. from Cities Criticized by Press

IT HAD to happen. The annual drive is on to take proportional representation voting away from the cities which have it.

That long-standing foe of P. R., Charles H. McGlue of Boston, filed the bill. He would have the legislature abolish P. R. without so much as a "by your leave" to the voters concerned.

The merits of P. R. need no arguing at this time. It is simply worth noting that a law already on the books makes it possible for the voters of Worcester and the other P. R. cities to get rid of the system if they ever want to.

Mr. McGlue still flourishes the tattered banner which proclaims P. R. "un-American." What could be more un-American than denying the citizens of Worcester, Cambridge, Lowell and Revere the right to determine for themselves how to elect their city council and school committee members?

*Editorial, Worcester Gazette,
November 29, 1954.*

Boulder Changes Election System Again

Boulder, Colorado, has just changed its method of electing city councilmen for the third time.

In 1917 it became the second city in the United States to adopt proportional representation. Subsequently P. R. was used in sixteen successive biennial elections, which were nonpartisan in fact as well as in form. The scope of the plan was unduly limited, since only three of

the nine councilmen were elected at a time, for six-year overlapping terms; but the councils were of uniformly high quality and minority representation was secured whenever there was a serious cleavage on municipal issues. The people enjoyed good government under their P. R.-city manager charter and three attempts to repeal P. R.—in 1923, 1925 and 1933—were overwhelmingly defeated.

Then in 1947, still without any serious complaint as to the actual results, the voters decided they were tired of being different and repealed P. R. in favor of plurality voting at large. Not much educational work had been done to explain the reasons for P. R. to the many new residents, no serious defense campaign was waged as in repulsing earlier attacks, and the issue went by default.

The new plan lasted only seven years. In a special election on October 26, 1954, the people changed again, this time to the ward plan, by a vote of 2,972 to 2,568. According to *Colorado Municipalities*, the vote was the heaviest in a municipal election since the mid-40s though no candidates were being chosen. Beginning next fall, councilmen will be elected from nine wards for two-year terms, instead of the six-year overlapping terms which remained after the repeal of P. R.

Query: Will Boulder eventually complete the circle and return to P. R., perhaps keeping the election of all nine at the same time for two-year terms, which would give it P. R. in more completely representative form than before? P. R. combines the advantages of at-large elections over the ward plan (avoidance of sectional emphasis and log-rolling at the expense of city-wide welfare) with the advantages of the ward plan over plurality election at large (avoidance of single-slate monopolies at the expense of everyone else).

New Electoral Law Proposed in France

A return to the single-member district method of representation was proposed in a bill submitted to the French National Assembly by Prime Minister Pierre Mendes-France in January. The single-member district system was in use for parliamentary elections in France for most of the life of the Third Republic (1875-1940).

Although it is accurate to report this proposal as a move to end P. R. in France, most of the current reporting of the event failed to point out that P. R. has not been in effect in most French districts since 1951. The 1951 electoral law, which was designed to reduce the strength of the Communist party, preserved P. R. in Paris and some of its suburbs, where it was thought the Communists might obtain local majorities, but provided that in all other districts any party or alliance of parties which should poll a majority of votes would obtain all the representation. As pointed out by George Howatt in the REVIEW (September 1951, page 430), the 1951 law produced the intended effect.

Prior to the passage of the 1951 law

an attempt to provide for single-member districts was defeated, the party managers of France's many parties preferring the party list ballot in multi-member districts (with an average of five seats per district, most districts being the same as departments, the chief political subdivisions of the country).

Elections Held in Hesse, Bavaria and West Berlin

The P.R. feature of the West German election system prevented a spurious landslide result in the Hesse state election last November 28.

The Social Democratic party, although polling but 42.6 per cent of the two and a half million votes cast, won in 41 of the 48 district constituencies, each of which is entitled to one parliamentary representative. The other 48 parliamentary seats were distributed so as to make the total result proportional, however, and because of their disproportionate gain of district representatives the Social Democrats were entitled to only three more seats in the second stage of the election.¹

¹For a description of the German electoral system, see the REVIEW, October 1949, page 460.

GERMAN STATE ELECTIONS

<i>Party</i>	<i>Votes</i>	<i>Percentage of Votes</i>	<i>Seats</i>	<i>Percentage of Seats</i>
HESSE STATE ELECTION, NOVEMBER 1954				
Social Democratic	1,065,537	42.6	44	45.8
Christian Democratic	603,541	24.1	24	25.0
Free Democratic	513,314	20.5	21	21.8
Refugee	192,273	7.7	7	7.3
Communist	83,991	3.4	—	—
League of Germans	12,000	0.5	—	—
German	29,228	1.2	—	—
Independents	602	0.02	—	—
WEST BERLIN ELECTION, DECEMBER 1954				
Social Democratic	684,646	44.	64	50.4
Christian Democratic	466,595	30.	44	34.6
Free Democratic	197,455	12.7	19	15.0

P.R. preserved the proper majority of the other three parties in parliament. These parties had been allied until recently, when the Christian Democrats had been deserted by the others for proposing to renounce restoration to Germany of the Saar region, which had been seized by the French in the last two world wars.

In the Bavarian election held the same day, no party obtained a majority. The Christian Democrats polled almost 40 per cent of the vote, but just as in Hesse they were deserted by their allies over the Saar issue. P.R. enabled the electoral majority opposed to giving up the Saarland to obtain a parliamentary majority in Bavaria, which will be reflected by a change in Bavarian delegates to the upper house of the West German parliament.

In West Berlin, where a total vote of record size was cast on December 5, the Social Democrats managed to obtain a bare majority on the city council by casting 44 per cent of the votes. Two extremist parties, the Communist and the German, failed to poll the 5 per cent necessary to obtain any representation. The failure of small parties to qualify for representation results in the other parties getting a few extra seats.

The results in Hesse and West Berlin are summarized in the accompanying tables, the West Berlin table not including parties polling less than the 5 per cent required for securing representation.

California P. R. Pioneer Dies

Lewis C. Hunter, chairman of the board of freeholders (charter commission) which proposed P. R. and the council-manager plan successfully for Sacramento, California, in 1920, died in San Rafael, California, in November at

the age of 85. Mr. Hunter was a respected businessman first in Sacramento and later in San Francisco.

Though his P. R. handiwork was short-lived, being thrown out by a decision of the California courts as unconstitutional, the single use of the plan in Sacramento in 1921 was one of the most strikingly successful on record. The minority which had formerly controlled the city government elected only two out of nine and the new independent majority, including the first woman ever elected to the council and the first representative of organized labor, launched a notable regime of good government.

Mr. Hunter retained his interest in P. R. and was a member of the P. R. League's Advisory Council from 1923 till the time of his death.

A NEW LOOK AT THE STATES

(Continued from page 75)

to find the end of a chapter whenever he wishes to glance at a footnote which spurs his momentary interest.

Typographically, the volumes meet the most exacting requirements for ease in reading or for hasty scanning in search of particular discussions. They appear to have adequate bibliographies and indexes.

The editor and the publishers are to be congratulated on planning and turning out such readable volumes. It is hoped that the preparation and publication of the series can proceed at sufficient pace to bring out all projected volumes within a short enough period to permit fairly accurate comparisons to be made between the various state governments.

Taxation and Finance

Edited by Wade S. Smith

Michigan Court Sets Assessment Basis

State Valuations Must Be Used in Setting Tax Rates

THE Michigan State Supreme Court, in a decision handed down November 29, 1954, required that tax rates determined for school district taxes—and presumably for county and township taxes—be based on the equalized valuations as determined by the State Board of Equalization instead of on the county equalized valuations previously used. The ruling opens the way for a considerable increase in the affected local tax levies, since generally the state equalized values much exceed those determined by the county boards of equalization, and also poses administrative problems in that the annual tax rates and levies must be set for budget-making purposes prior to the time the state equalization figures are available for the applicable assessment rolls.

The need for equalization in Michigan springs from the practice of local assessment (by the city or township assessor) and the enactment, pursuant to a constitutional amendment of 1932, of a 15-mill over-all tax rate limit. City and village taxes have been excluded from the 15-mill limit, pursuant to court decisions of 1933 and 1948. Requirements of the other units—the county, school districts, townships and special districts—are reviewed by an independent board, which allots a portion of the available 15 mills to each unit. To remove the inequalities which would otherwise result from the fact that the several units within each county have assessed valuations determined by different assessors, often with widely differing relationships to full or true value,

the apportionment has been made heretofore on equalized valuation figures determined by a county board of equalization.

A second equalized value figure is also prepared by the State Board of Equalization, a hold-over procedure from the days when the state itself levied a general property tax. The state equalized value has been used in apportioning the available millage within the 15-mill limit in a limited number of situations where a unit crosses county boundaries, thereby rendering use of the county equalized value figures unsatisfactory.

The recent court ruling springs from a petition of the Pittsfield School District No. 9 of Washtenaw County, presented to the court November 3, 1954. Faced with a budget requiring a 1954 levy of some \$80,000, much in excess of the amount expected to be available on the basis of an apportionment of taxes within the 15-mill limit according to the prevailing use of the county equalized value, the district asked the court to authorize use of the state equalized value instead.

At the time, the 1954 state equalized valuation figure was not yet available, but for 1953 the state equalized value had been on the order of \$335,000,000, compared with a county equalized value of roundly \$260,000,000. Accordingly, and pursuant to the court ruling, the allocation board, using the 1953 equalization ratios, fixed the district's millage rate at 10.67 mills, equal on the valuation to a levy of \$53,796. When the district's 1954 assessment became available, this millage resulted in a levy of \$56,540; subsequently, the county board ruled that the rate was excessive, and reduced the millage to 10 mills, producing an actual levy on the 1954 county equalized value of \$43,666.

The new ruling seems to assure a certain amount of confusion in the fix-

ing of rates and levies for units subject to the 15-mill rate limit, unless clarified by new legislation, inasmuch as the Michigan tax calendar makes it impossible for the allocation boards to know the state equalized value at the time they make their apportionment of the rates and levies. This is because the allocation boards must issue their preliminary orders not later than May 1 and their final orders within fifteen days of the preliminary orders, whereas the State Board of Equalization does not begin its hearings and deliberations until the fourth Monday in May. (The county equalized value is determined in April.) Taxes are apportioned by the county board of supervisors and certified to assessing officials the second Monday in October, and the tax lien attached December 1. The tax calendar thus seems to assure, unless altered, that the apportionments of the allocation boards will be in effect preliminary, subject to adjustment by the county board of supervisors when the actual levies are certified for collection.

Turnpike Financing Hits Snag

CONSTRUCTION of major traffic arteries through the device of toll roads financed with revenue bonds appeared to have reached a point of increasing resistance as the new year began, marked by one unsuccessful turnpike bond offering in the closing weeks of 1954 and several major postponements and reconsiderations of projects expected to come to the financial markets early in 1955.

The unsuccessful offering was made by the Oklahoma Turnpike Authority, which early in December offered three separate series of its revenue bonds to finance three separate extensions, but was able to market only one of the series.

The authority already had in operation the Turner Turnpike, running between

Oklahoma City and Tulsa and financed with \$38,000,000 revenue bonds issued in 1950. Later the state legislature authorized the authority to construct and operate additional toll roads. It developed plans for three such projects, one for a northeastern turnpike to run from Tulsa to near Joplin, Missouri; one for a southwestern turnpike, to run from the vicinity of Oklahoma City to near Wichita Falls, Texas; and one for a northern turnpike, to run from Oklahoma City to the Kansas state line about due south of Wichita, Kansas. Each turnpike was to be separately financed and the bonds of each secured solely by the revenues from the highway such issue financed.

On December 8, 1954, the authority sought bids aggregating \$214,000,000 for the three projects, comprising \$68,000,000 for the northeastern turnpike, \$83,000,000 for the southwestern turnpike and \$63,000,000 for the northern turnpike. Bids were received, and the bonds sold, only for the northeastern turnpike. The other two projects failed to incite investor interest, reportedly because of lack of confidence in their ability to generate sufficient traffic to enable them to pay out on the scale proposed.

Connecticut Action

Meanwhile, reports had been gathering currency that another user of toll highways, Connecticut, might be taking a second look at proposed toll highway financing in consequence of the election in November of a new governor, Abraham A. Ribicoff. The governor, a Democrat, was known to feel that revenue bond financing with its attendant higher interest costs might not be the ideal solution to the state's highway finance problems.

Early in January the new governor came out with a bill of particulars citing his "grave concern" about features of the proposed \$398,000,000 New England thruway project as financing plans had

been developed by the preceding administration of Republican Governor John D. Lodge. He objected specifically to the pledging of the state gasoline tax proceeds, in their entirety, for a period of 40 years, to supplement highway tolls as and if needed; to the fact that while construction costs were among the highest for any such project yet announced the toll rates would be the lowest; and to the fact that various operating and maintenance costs and the cost of certain access roads properly part of the turnpike were all to be met by the state.

According to *The New York Times*, Governor Ribicoff summarized his concern with the statement that, "The low toll rate gives every possible break to out-of-state motorists and saddles the highest possible cost on Connecticut taxpayers."

Texas Developments

Further possibilities of confusion seemed to be developing also in Texas, where plans for construction of three toll roads were approaching the financing stage as the new year began. The Texas situation promised to confront potential investors with as complicated a revenue bond financing setup as is to be found anywhere outside of Nebraska, where a multiplicity of public power districts have separately financed a number of interconnected and physically integrated systems which are held together operationally and financially by a maze of joint operating and financing agreements.

In Texas two private turnpike companies have been organized and granted franchises, pursuant to a statute which has been on the books for more than half a century. Additionally, a Texas Turnpike Authority, a body corporate and politic, has been created. All three have major toll highway projects pending, the company projects protected by 1953 statu-

tory provisions prohibiting the authority from building competing projects provided the companies start construction prior to February 15, 1955. No profits inure to the companies as a result of the projects and the roads revert to the state as soon as the bonds issued to finance the company projects are retired.

The Texas Turnpike Authority project now nearing financing comprises the Dallas-Fort Worth toll road, for which between \$55,000,000 and \$60,000,000 of revenue bonds are proposed. One company, Texas Turnpike Company, has a franchise for a route from Dallas to Waco to Houston and thence along the Gulf to Corpus Christi, while the other, Sam Houston Turnpike Corporation, has a franchise for a route from Dallas to Waco and thence to San Antonio and El Paso. According to unofficial reports, the two companies propose to construct the Dallas-Waco project, estimated to cost about \$50,000,000 jointly, each issuing \$25,000,000 of its bonds for the purpose. Texas Turnpike Company is expected to market this spring also \$100,000,000 or so for the project from Waco to Houston.

Both companies are deferring, at least temporarily, financing for the remainders of their franchised routes. All three routes are highly regarded from the standpoint of potential revenues, since intercity traffic for all three is presently heavy. Investors may, however, be inclined to look askance at the combination of public agency and non-profit private company financing which is evidently prospective although, according to reports, the company bonds will have some characteristics of quasi-public instruments as indicated by preliminary rulings of the U.S. Internal Revenue Bureau that the non-profit status of the companies will make interest on their bonds immune from federal income taxes.

Nonpartisan Victory in Partisan Setup

Rise in Civic Conscience Aids Group's Poll Victory

EDITOR'S NOTE.—The article below is made up of excerpts from the talk by Mr. Renton before the National Conference on Government at Kansas City, Missouri, November 10, 1954.

AT THE city's last councilmanic election, the Charter League of New Rochelle, New York, won a signal victory. Twenty-five years ago the league had a fulltime executive secretary and plenty of money, but since the lean years of the 30s it has had to run on a budget of a few hundred dollars in off years and perhaps \$1,000 or \$2,000 in red-hot campaign years. The organization, however, has had a continuous and more or less effective existence for 27 years.

In 1929 we secured a council-manager charter providing for four councilmen plus a mayor, elected on the stagger system for four-year terms. So we have a battle every second year. For the first few years of the new charter we had machine-dominated councils which appointed poor managers. In 1939, however, the controlling machine suffered a serious defeat. Since then the council has been much more independent and the managers have ranged from fair to excellent. But, however independent a councilman may want to be, he has to get a party nomination and be elected under the party system—and the two political organizations usually control the nominating primaries.

Under these conditions, the Charter League has endeavored to obtain the balance of power, swinging support from one party to the other. We regularly

send cards to the voters, giving the records of the candidates and urging the election of those we approve. Some results have been gained this way and usually there has been one man on the council whom we could heartily endorse—but on the whole the best that could be done was to secure a succession of reasonably honest, well-meaning councilmen, most of whom had limited vision and few special qualifications. There was practically no planning. Decisions by the council were habitually made in accordance with the pressures and circumstances of the moment and with little thought for the future.

Then suddenly in 1953, our chance came and we put into the fight everything we had. The Republican organization was split into numerous factions. It finally selected two respectable but uninspiring candidates, turning down the Charter League choice, Thomas P. Nolan, as well as another man who was favored by the Young Republican Clubs.

We persuaded Nolan to enter the party primary and the Young Republican leader did the same. The Citizens for Eisenhower joined forces with us and so did a powerful ward leader who hoped to be the city boss.

It soon became clear that Nolan was the only candidate with a constructive platform. Numerous civic organizations were impressed and began to take a hand. With only the most informal cooperation among these quite different groups, we put on a lively newspaper and mail campaign, and the two machine candidates were badly defeated. Then, after the primary, Nolan and the Young Republican went on to victory in November over two decent, mediocre Democrats—but the real decision had already taken place in the Republican primary—as Republicans outnumber Democrats in New Rochelle.

How did this come about?

First, the candidate. Nolan is a most unusual man, 100 per cent Charter League idealist but thoroughly at home in a rough and tumble campaign. He has ideas and a program for our city of 65,000 people. With no thought of self, he gives all he has to the job. In addition, Nolan has the faculty of making great numbers of voters recognize his sincerity and ability.

Second, the Republican machine was badly split.

Third, there was a marked rise in civic consciousness. Many things had made numerous citizen groups dissatisfied, and they rose up in their wrath to support the two insurgents.

Now, over a year later, what is the upshot of all this? We elected a good man. So what? He is only one of five members of the council. Yes, but the general situation is quite different. Whereas, previously the Charter League had only one real friend on the council, now, because of this victory, it has very good relations with at least three of the five members of the council. Nothing succeeds like success. This does not mean at all that the league controls the council—which it certainly does not want to do. It does mean that the civic atmosphere is much better. For example, the idea of long-range city planning is gradually taking hold. Despair at 25 years of inaction is giving way to belief that New Rochelle has a great future. Among other things, the Charter League hopes to outlaw the party system in local elections, where it is obsolete, and to secure nonpartisan voting for mayor and council candidates.

STANLEY H. RENTON, *President*
Charter League
New Rochelle, New York

Baltimore High School Pupils to Study Efficiency Reports

A plan has been worked out by the Baltimore Commission on Governmental

Efficiency and Economy and the Baltimore Department of Education by which the objectives, studies and recommendations of the commission will be brought directly to the attention of local senior high school students in their civics classes. The department agreed that senior high school students are anxious to understand the problems that confront the city and the state, and that it is logical for those students to learn about the commission's efforts to solve them.

After evaluation by school authorities, eight of the commission's recent studies were selected for classroom use. One of these is the recent report of its survey of the Baltimore city planning system, a report for which there have been many requests from national agencies and city and state planning bodies all over the country.

D. BENTON BISER, *Director*
Commission on Governmental
Efficiency and Economy, Inc.,
Baltimore, Maryland

Tulsa Voters Turn Thumbs Down on Manager Charter

In a special city election on November 16, Tulsa voters rejected a council-manager charter 24,846 to 15,488. For a special municipal election this was a good turnout, amounting to approximately 40 per cent of the registered voters.

The charter was carefully prepared by a citizens committee which secured the consulting services of Dr. Charles Spencer, president of East Central State College. The charter was brief and, except for detail, incorporated most of the features of the *Model City Charter* of the National Municipal League.

Advocates of the new charter did not have as widespread organized support as did its opponents but did carry on a rather intensive campaign. The Tulsa League of Women Voters and the Junior Chamber of Commerce supported the

charter but only the former conducted an active campaign for adoption. The *Tulsa Tribune* was a leading supporter but there was no city-wide citizens' organization actively working for council-manager government. At first the advocates explained the benefits of the plan, pointed to the outstanding features of the charter and emphasized the successes in such cities as Cincinnati, Kansas City, Dallas, Fort Worth and others. Weaknesses in commission government generally, and in the present charter in particular, were brought out, but during the last week proponents of the new charter were kept busy defending it against attacks by opponents.

Newspaper Leads Opposition

Opposition to the manager charter was widespread. Both A. F. of L. and C. I. O. labor leaders, county chairmen of both political parties and many party precinct workers openly campaigned against it. The *Tulsa World* led the opposition. The campaign by the opponents was one of misrepresentation and confusion. Speakers against the charter claimed the city manager would be a political boss and dictator, our two-party system in the state would be abolished (as a result of non-partisan elections), and adoption of the council-manager plan would be a step away from democratic government.

Opponents claimed the manager plan had not, and does not, work well in large cities. Manager failures in Cleveland and Houston and the present political conflicts in San Antonio were emphasized.

The *World* secured the services of an out-of-state political science instructor to write a series of articles against the plan. These articles stated that council-manager government was born out of chaos and that Dayton was the first city to depart from the orthodox and traditional system of city government in the United States. The author totally ignored the earlier commission-governed cities, which did not

have separation of powers. He quoted out of context statements from the books of Arthur W. Bromage, Stuart A. MacCorkle and Austin Macdonald, so as to leave the impression they opposed council-manager government.

A large part of the campaign opposing the charter dealt with matters extraneous to the manager plan. During the last two weeks attack was centered on certain clauses in the proposed charter. The provision for nonpartisan elections was severely attacked by the *World* and by political organizations, especially the Republican party. There was strong opposition to the proposed abolition of the three semi-independent boards and the city auditor's office. The manager charter would have abolished the present elective office of city auditor, which actually does little auditing, and would have substituted an annual independent audit by a private business firm.

Sections in the proposed charter dealing with paving and with contracts were bitterly attacked, and even the present system of electing councilmen at large, which would have been retained, was criticized as being unfair to certain areas of the city.

It was claimed by opponents that the charter was entirely too brief and inadequate, and longer charters in other cities were displayed on television to demonstrate its so-called inadequacy. One criticism was that the index of the Dallas charter was longer than the entire Tulsa manager charter. These arguments, of course, had little to do with the council-manager plan, but they were effective nevertheless.

Evidently the opponents did a good job in getting voters in a negative frame of mind for three out of five proposed bond issues submitted at the same time were also defeated.

W. V. HOLLOWAY

University of Tulsa

Researcher's Digest Edited by John E. Bebout

City Officials Study Government

Florida University Bureau Plans Subjects, Speakers

THE General Extension Division of the Florida University System, in cooperation with the Public Administration Clearing Service of the University of Florida, has undertaken an experiment in educational service for certain Florida municipalities. The program is being conducted for the Ridge League of Municipalities, a subsidiary of the Florida League of Municipalities, composed of 23 cities in the section known as the Central Florida Ridge. The cities in this league are for the most part under 10,000 population and many operate under the council-manager form of government.

The Ridge League, which has been meeting monthly for a number of years, was responsible for initiating the service when its members decided to provide a more systematic educational program for their meetings. Accordingly, Paul Buchman, city attorney of Plant City and program chairman, called on the General Extension Division and the Clearing Service for assistance in planning and executing such a program.

The idea developed from the preliminary conference was a planned, continuing series of formal presentations and group discussions extending over a period of approximately a year. It was felt that the program should be directed primarily to mayors and councilmen rather than to city managers, department heads and other professional people, because the latter have a much greater opportunity for interchange of information through their professional associations. This attention to elective officials, however, by

no means excludes the professional groups from participation.

The program has been designed to provide a general coverage of the problems of most interest to municipalities. Included are general reviews of the background of city government, forms of city government, municipal departmentalization, the use of citizen committees in municipal government, finance administration, municipal planning, zoning and annexation, public relations for municipal officials, home rule and legislation, and the role of city managers and strong mayors.

In an attempt to procure a balance speakers are chosen from among academicians, municipal consultants and professional municipal employees. They are drawn from outside the Ridge League area, however, because those who planned the program felt that greater interest could be aroused. Variety and interest in the program are stimulated by having at least two subjects presented at each meeting. As much time as possible is given to the question-and-discussion period which follows the presentation by the main speakers.

The first in this series of municipal seminars was held at Lake Alfred, on December 14. More than a hundred officials attended and from the interest displayed, it is clear this type of program is something that subsidiary leagues have been looking for.

WILLIAM C. HAVARD
University of Florida

Fourth Annual Charter Clinic Makes Proposals

THE Fourth Annual Charter Clinic of the National Municipal League's National Conference on Government, in Kansas City, decided to explore the ques-

tion of expanding and formalizing the clinic's operations so as to be of greater service to charter draftsmen. The clinic also passed a number of resolutions of interest to researchers because of their possible effect on the *Model City Charter*.

A standing executive committee of the Charter Clinic was constituted in cooperation with the National Municipal League and the Legislative Research Drafting Fund of Columbia University. This committee was instructed to explore means of doing the following: preparing a bibliography for local charter draftsmen, distributing selected local charters, disseminating data on the practical operation and legal effect of charter provisions, preparing and distributing an authoritative *Charter Drafting Manual* to supplement the League's *Guide for Charter Commissions*.

The executive committee for 1954-55 consists of John E. Bebout, Arnold Frye, John M. Kernochan, Orin F. Nolting, Harold Sheffelman, Harvey Walker and Henry N. Williams. This standing committee was authorized to investigate the possibility of initiating comprehensive studies of the law and practice of home rule in a number of states and to arrange for these studies. Among other approaches, it was suggested that a series of graduate degree studies in universities be considered.

In another action, the clinic undertook to urge the National Municipal League to consider drafting a new version of the *Model City Charter*, now in its fifth edition (1941). Noting that many developments in municipal affairs and government had taken place since the earlier edition, the clinic made reference to the mayor-administrator form and urged that it be studied along with consideration of a new draft of the *Model City Charter*. It was pointed out, for example, that there is a considerable sentiment for providing more extensively for municipal administrative (e.g. line) departments. The

"general powers" clause and certain budget aspects of the model were discussed and recommended for study. Provision for the appointment of citizen advisory commissions was suggested by Professor Walker.

WILLIAM F. LARSEN

Mississippi Council Publishes Community Checklist

In keeping with a popular practice, the Mississippi Economic Council, Jackson, has recently published *Tomorrow's Community*, a guide for ambitious people wanting better communities. It is available from the council at one dollar. As researchers know, the lay citizen-operated survey has broadened from such specific areas as schools and traffic to the more comprehensive kind of community analysis. The Mississippi checklist is intended to be comprehensive and apparently follows patterns established by materials developed at the University of Kentucky and elsewhere.

These survey guides have a real usefulness in getting large groups of citizens interested in all the nooks and corners of the local government and community. They fall somewhat short because they are largely compendiums and endless lists of not-always-related facts about the area. The Mississippi book does have a place to note "action needed," and suggests other sources of information about various social and economic conditions. It does not go far in suggesting what kinds of techniques could be utilized to get "action needed" done.

A community guide and checklist for citizens, one may hope, is somewhere in the offing which will carry its lists of facts and relevant data about community conditions on to the steps of *how* the inertia which allows community affairs to deteriorate may be overcome with positive programs of sustained community improvement, not neglecting the practical politics which this would entail.

Washington to Analyze County Fiscal Headaches

A comprehensive study of "perpetual red-ink" difficulties faced by several county governments in Washington will be undertaken in a major fact-finding project set up jointly by the State Association of County Commissioners and the Washington State Research Council.

Counties to be examined fall generally into four groups: Those with great amounts of tax-exempt properties; those whose size and economic position seem to provide the principal financial stress; those where a heavy influx of population has placed a great burden on local governments; those which have been gradually slipping more heavily into debt.

Eleven Washington counties within recent years have ended a year with a deficit, it was stated. All except four of the eleven have been working toward financial stability through economy and a rising level of assessed valuations. Charles S. Nordstrom, of the Commissioners' Association, made it known that all aspects would be studied fully regardless of the conclusions and acknowledged that if the research study clearly showed, for example, that a county was of such size, geographically or economically, as to be unable to pay its own way, governmentally speaking, consolidation with another county would have to be carefully considered.

Local Reorganization Proposed in Britain

As reported in a note in *The Municipal Journal*, a British publication incorporating the *Authorized Weekly Gazette and Index of Official Information*, local government reorganization is a lively topic

of discussion which may well receive Cabinet attention this year in England. Of interest to United States researchers is the fact that many of the problems noted have a familiar sound.

The British have discovered that local government now depends on the national government for more than half of its total revenue and more than two-thirds of the grants from the national government are earmarked for specific purposes. Also, as between the county councils and county boroughs on the one hand, responsible for all local government functions, and municipal boroughs, urban and rural districts, on the other hand, responsible only for limited services, there is no place for adequate local government units, at least in the view of the Association of Municipal Corporations.

Problems of too much central control, duplication of effort and alleged waste are reasons advanced for local government reorganization. Solutions proposed include reserving to the county and borough councils the broad general functions of education, welfare, children's and personal health services. This would be met with the creation of local government areas capable of administering all other local government functions. These areas would be large enough in population and financial resources to do the remaining job.

The details of such a re-ordering of local government are treated at some length in the article and the areas of compromise and adjustment are recognized to be many. Our own readers will be struck with the similarity of problems in Britain with those of the United States, despite the major differences between U.S. and British national government. This suggests a certain transferability of administrative experience between local government authorities in both nations.

Books in Review

MANAGEMENT IN THE PUBLIC SERVICE. *The Quest for Effective Performance.* By John D. Millett. New York, McGraw-Hill Book Company, 1954. xi, 417 pp. \$5.50.

This compact and readable text is the first of two volumes on public administration planned by Dr. Millett; the second will be entitled *Politics of Public Administration* and will deal mainly with the external relations of administrative agencies. The present volume is concerned primarily with the internal management of such agencies and is succinctly described by its subtitle, *The Quest for Effective Performance*.

The text is divided into three parts, plus an introductory and a concluding chapter. Part one is concerned—in five chapters—with “The Common Problems of Work Direction,” that is, with leadership, planning, communication, supervision and public relations, to each of which a chapter is devoted.

Part two—“The Common Problems of Work Operation”—accounts for half the pages of the text; the eight chapters of this part consider, in order: organization as a technical problem, the human relations of organization, budget preparation, fiscal control, management improvement, essentials of personnel policy, techniques of personnel management and legal services.

Part three—“The Common Problems of Internal Services”—consists of two relatively brief chapters (32 pages), which deal with the management of the capital plant and with the problems of supply, purchasing, transportation, records and other related services.

A concluding chapter discusses “The Values of Management,” providing an emphatic reminder that efficiency must be measured by the purposes which management serves in a democracy, “Lacking a commitment to these values,” the

author declares, “management in the public service is but a tinkling bell and a clashing cymbal.”

This summary of the contents of Dr. Millett's text demonstrates its outstanding virtues: it is sharply focused upon the managerial problems of governmental administration; it deals with these problems crisply and logically and at a level of common sense enriched by the author's wide experience as an administrator as well as by his distinguished educational career. The text will thus be as useful to a manager as to a student.

The chapter on planning may serve as an illustration of the author's method and approach. There is, first, a concern with distinguishing policy planning and program planning as two different kinds of planning and with specifying their relationships to each other. Planning is then established as a legitimate activity of administrative agencies. The problem of planning emphasis—whether with physical planning or with economic planning—is then appraised. The author is then ready to describe the planning process as a three-step process: formulation of goals, assessment of means and work programming. Research, he is careful to emphasize, is not planning—however useful to planning it may be. The 25 pages of this chapter contain more useful analysis of planning as a governmental process than most full-length books on the subject.

In sum, this is a most useful book for practitioner and student alike.

WALLACE S. SAYRE
Columbia University

THE SHAME OF NEW YORK. By Ed Reid. New York, Random House, Inc., 1953. xii, 234 pp. \$3.00.

THE BIG FIX. By Norton Mockridge and Robert H. Prall. New York, Henry Holt and Company, 1954. 337 pp. \$3.95.

Two revealing and well documented

books about graft and corruption in the world's largest city are reviewed together. Each is a significant contribution to public understanding of the methods by which corrupt individuals spread corruption through the ranks of police and other public officials. These are volumes to disturb the complacent and to arouse the vigorous citizen and they deserve to be widely read because of what they reveal about the relation between organized crime and municipal government.

Ed Reid, author of *The Shame of New York*, is a Pulitzer prize-winning reporter who has won many awards for his crime reporting. He develops in a fearless manner the story of recent crime revelations in the New York area by naming names and tracing in particular the shameful history of the bookmaking and pier scandals. The book is part narrative, part biography and part fast-moving journalism. The easy style keeps the otherwise sordid story from sinking of its own oppressive weight of evidence of corruption among public officials and the supreme immorality of those who did the corrupting.

It is a story about which no one will feel easy after reading and the author has designed it so. But despite the evidence which he has uncovered of many-sided wrongdoing in New York City, and which he declares must exist elsewhere because of the interwoven nature of the crime syndicates which he exposes, he remains hopeful that alert citizen action can redress the balance through responsible officials. The information which he furnishes offers a starting point.

Mockridge and Prall, star reporters who have collaborated in *The Big Fix*, have chosen to tell the story of the Harry Gross gambling scandal which reached up to Mayor O'Dwyer's office and resulted in the elimination of more than four hundred policemen from the New York City police department. It is a tightly woven and exciting story of how a few

courageous officials succeeded against great odds in bringing to light the story of the wholesale corruption of the New York City police.

Although the book reads like a "thriller," it is a serious and careful account of how municipal administration may fall upon evil days when there is an unholy alliance between city hall and the underworld. The extent to which this was true in New York is astounding and the authors' skill in recreating the scenes and atmosphere surrounding the downfall of Harry Gross the gambler, the police commissioner and the precipitate departure of Mayor O'Dwyer for Mexico deserves praise.

At a time when citizens find it all too easy to become engrossed in global events and bemused by the rapidity of social and economic change, these books have an urgency which makes them important. Local government must be responsible and free from corruption if it is to flourish in the American tradition. The revelations and exposures in these volumes, accordingly, are a contribution.

WILLIAM F. LARSEN

Additional Books and Pamphlets

Annexation

AN ANALYSIS OF THE FINANCIAL EFFECT OF ANNEXING TO THE CITY OF NASHVILLE A PORTION OF THE 7TH AND 16TH CIVIL DISTRICTS. By Edmund W. Meisenhelder, III. Knoxville, University of Tennessee, Municipal Technical Advisory Service and the Bureau of Public Administration, in cooperation with Tennessee Municipal League, July 1954. v, 113 pp.

ANNEXATION FOR KANSAS CITY, MISSOURI. Kansas City, City Plan Commission, 1954. 70 pp.

ANNEXATION—SOUTH. Kansas City, City Plan Commission, 1953. 59 pp.

Assessments

THE PROGRAM OF ASSESSMENT EQUALIZATION IN KANSAS. Lawrence, University of Kansas, Governmental Research Center, *Your Government*, November 15, 1954. 4 pp.

REPORT OF THE COMMITTEE ON ASSESSMENT OF PROPERTY FOR TAX PURPOSES. Lincoln, Nebraska Legislative Council, September 1954. 40 pp.

REVALUATION PROGRAM TO INCREASE REVENUES. By Joseph J. Lennox. Chicago, Municipal Finance Officers Association, 1954. 4 pp. 50 cents.

Budgets — Performance

ADMINISTRATIVE USES OF PERFORMANCE BUDGETS. Chicago, Municipal Finance Officers Association, November, 1954. 16 pp. \$1.00.

BIBLIOGRAPHY ON PERFORMANCE BUDGETING. Chicago, Municipal Finance Officers Association, November 1954. 2 pp. 25 cents.

PERFORMANCE BUDGETING FOR LIBRARIES. Chicago, Municipal Finance Officers Association, November 1954. 12 pp. \$1.00.

Census

CENSUS TRACT PUBLICATIONS SINCE 1950. Annotated Bibliography. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, August 1954. 35 pp. 40 cents.

City-county Consolidation

CONSOLIDATION—COMPLETE OR FUNCTIONAL—OF CITIES AND COUNTIES IN KENTUCKY. By Thomas P. Lewis, James S. Kostas and Charles N. Carnes. Lexington, University of Kentucky, College of Law, *Kentucky Law Journal*, March 1954. 39 pp.

Charters

CHICAGO CHARTER PROBLEMS. Springfield, Illinois Legislative Council, 1954. 41 pp.

MUNICIPAL CHARTERS IN FLORIDA: LAW AND DRAFTING. By Manning J. Dauer and George John Miller. (Reprinted from *University of Florida Law*

Review Symposium on Florida Municipal Law.) Gainesville, University of Florida, Public Administration Clearing Service, Fall 1953. 67 pp.

Civil Rights

A DANGEROUS FREEDOM. By Bradford Smith. Philadelphia, J. B. Lippincott Company, 1954. 308 pp. \$3.95.

Home Rule

HOME RULE. A Manual of Information. Fort Wayne, Indiana Junior Chamber of Commerce, 1954. 29 pp.

HOME RULE IN HAWAII. By Richard H. Kosaki. Honolulu, University of Hawaii, Legislative Reference Bureau, November 1954. 45 pp.

Intergovernmental Relations

FEDERAL-STATE-LOCAL RELATIONS. A Selected Bibliography. By Joint Reference Library. Chicago, American Municipal Association and Council of State Governments, May 1954. 39 pp.

SELECTED PUBLICATIONS ON INTERGOVERNMENTAL RELATIONS. Trenton, New Jersey Taxpayers Association, March 1954. 10 pp.

STATE-LOCAL RELATIONS IN KANSAS: THE STATE BOARD OF AGRICULTURE, THE STATE HIGHWAY COMMISSION, THE STATE BOARD OF HEALTH. Lawrence, University of Kansas, Governmental Research Center, 1954. 142, 88 and 150 pp. respectively.

Metropolitan Areas

GUIDING MUNICIPAL GROWTH. Trenton, New Jersey Taxpayers Association, 1955. 15 pp.

PROBLEMS OF DECENTRALIZATION IN METROPOLITAN AREAS. Proceedings of the First Annual University of California Conference on City and Regional Planning, 1953. Berkeley, University of California, Department of City and Regional Planning, 1954. 46 pp.

Planning

GUIDES FOR COMMUNITY PLANNING. Bibliography. By Edward S. Kessler.

Chicago, American Society of Planning Officials, 1954. 43 pp. \$2.00.

MICHIGAN HANDBOOK FOR LOCAL PLANNING RESEARCH. Detroit, American Institute of Planners, Michigan Chapter, and Detroit Metropolitan Area Regional Planning Commission, April 1954. 7 pp.

PLANNING BETTER COMMUNITIES IN THE METROPOLITAN ST. LOUIS AREA. A Handbook to Advance Citizen Cooperation for City, County and Metropolitan Development. By W. Phillip Shatts. St. Louis, Metropolitan Plan Association, November 1954. 32 pp.

PLANNING GREATER WINNIPEG. Annual Report for 1953. Winnipeg, Canada, Metropolitan Planning Commission of Greater Winnipeg, 1954. 26 pp.

Politics

POLITICS IN THE PRESS. An Analysis of Press Content in 1952 Senatorial Campaigns. By LeRoy C. Ferguson and Ralph H. Smuckler. East Lansing, Michigan State College, Governmental Research Bureau, 1954. 100 pp.

Segregation

THE SCHOOL SEGREGATION DECISION. By Albert Coates and James C. N. Paul. Chapel Hill, University of North Carolina, Institute of Government, 1954. x, 132 pp. \$2.00.

SEGREGATION IN THE PUBLIC SCHOOLS. A Symposium. Emory University (Georgia), Law School, *Journal of Public Law*, Spring 1954. 170 pp. \$1.00.

State Government

THE GOVERNMENT AND ADMINISTRATION OF FLORIDA. By Wilson K. Doyle, Angus McKenzie Laird and S. Sherman Weiss. **THE GOVERNMENT AND ADMINISTRATION OF MISSISSIPPI.** By Robert B. Highsaw and Charles N. Fortenberry. **THE GOVERNMENT AND ADMINISTRATION OF NEW YORK.** By Lynton K. Caldwell. **THE GOVERNMENT AND ADMINISTRATION**

OF WYOMING.¹ By Herman H. Trachsel and Ralph M. Wade. New York, Thomas Y. Crowell Company, 1953 and 1954. 444, 414, 506 and 381 pp. respectively. \$4.95, \$4.95, \$5.95 and \$4.95.

Taxation and Finance

PROBLEMS OF SMALL AND MEDIUM-SIZED MUNICIPALITIES. By Robert F. Wilcox, et al. Chicago, Municipal Finance Officers Association, *Municipal Finance*, November 1954. 45 pp. 50 cents.

STATE AND LOCAL GOVERNMENT REVENUE IN 1953. Washington, D. C., Department of Commerce, Bureau of the Census, October 1954. 28 pp. 20 cents.

STATE FISCAL ORGANIZATION IN WEST VIRGINIA. By Eugene R. Elkins. Morgantown, West Virginia University, Bureau for Government Research, 1954. 68 pp.

STATE REVENUE DISTRIBUTIONS TO LOCAL UNITS IN MARYLAND WITH SPECIAL REFERENCE TO TAX BURDENS OF FARMERS. By Wm. Paul Walker and Paul E. Nystrom. College Park, University of Maryland, Agricultural Experiment Station, April 1954. 41 pp.

STATE SALES TAXES. Madison 3, Wisconsin Taxpayers Alliance, *The Wisconsin Taxpayer*, August 1954. 8 pp.

TOTAL TAX COLLECTIONS IN 1953. Princeton, Tax Institute, *Tax Policy*, September 1954. 8 pp. 25 cents.

Urban Rehabilitation

REHABILITATION AS A BUSINESS. Reprints of articles from *Journal of Property Management*. Washington, D. C., National Association of Real Estate Boards, 1954. 99 pp. \$1.00.

Zoning

RULES AND REGULATIONS AND FORMS FOR ZONING BOARDS OF ADJUSTMENT. Pittsburgh, University of Pittsburgh, Institute of Local Government, 1954. 21 pp. \$1.50.

¹For a review of these books see "A New Look at the States," by A. E. Buck, page 72, this issue.

Mexico Pushes Public Works

(Continued from page 67)

the three members of the county board of supervisors. The board thereupon hired what was in effect a county manager who ran the county as a unit, saved the taxpayers a fortune, instituted centralized purchasing and established budget control.

Mexico, Missouri

Mexico's courthouse was a fire trap; its hospital was jammed with twice as many patients as it was built for; and raw sewage flowed in some of the streets. The people of this typical small town of 12,500 decided enough was enough and they did something about it.

Clubs, political groups, businessmen and plain ordinary citizens banded together and pushed through sewer, school and courthouse bond issues. The bond issue for a new hospital failed of passage twice before it was approved in 1951. A campaign for the council-manager form of government was unsuccessful in 1948 but won public approval the following year.

A local industry built a lighted ball park. A women's sorority financed the stage of an open-air theatre. Civic clubs built a recreational park which includes a lake.

Modesto, California

This city in the San Joaquin Valley, with a population of 17,000, was entirely surrounded by a solidly settled ring of communities aggregating another 40,000 in population. The fringe area had no sewers or other important municipal services and it prevented Modesto from expanding.

Despite the opposition of many businesses in the suburban areas, which



Photo by Look Magazine. © Cowles Magazines, Inc.

Mexico — Women sew drapes for county hospital.

feared tax increases and greater regulation, the citizens of Modesto carried through successfully a campaign to annex the surrounding area. This was done piecemeal and, in two years alone, Modesto's population doubled. A \$2,450,000 sewer bond issue to "stem the stench" was approved by more than eight to one.

A Forward Modesto Committee was organized to plan for the future. It has been instructed to find the answer to two questions: "What kind of a community does Modesto want?" "What must be done to get it?"

The city council last summer increased the sales tax from 1/2 to 1 per cent and earmarked the revenue for financing the capital improvement program. The council envisages a city of 100,000 by 1965.

Newark, New Jersey

After years of effort, the citizens of Newark, New Jersey, shucked an inefficient commission form of government which had been under heavy local attack and replaced it with a strong mayor-council charter. Business and labor groups, service organizations, the

(Continued on next page)

Newark, Pueblo Adopt New Forms of Rule

(Continued from previous page)

leading newspaper, the League of Women Voters and the National Association for the Advancement of Colored People, among others, participated in the campaign.

It was first necessary to hold a referendum for a charter study. A huge citizen effort obtained more than the required 26,000 signatures to petitions to place the issue on the ballot. This effort became necessary after the city board of commissioners rejected a resolution calling for such a referendum.

Then 8,000 signatures were required to nominate five outstanding citizens for the charter study commission. After an intensive campaign, these nominees were elected. The commission's recommendation of the strong mayor-council charter followed. Another successful drive resulted in its adoption by the voters in November 1953. The citizens' groups which did all this then succeeded, in June 1954, in electing four candidates whom they had endorsed for council.

Better Luck Next Time!

Ten cities and one county reached the finals in the All-America contest, but didn't quite make the grade. Having beaten out some 200 other communities, however, they have no reason to hang their heads. We present these runners-up: Beatrice, Nebraska; Burlingame and El Cerrito, California; Elmwood Park, Illinois; Fort Wayne, Indiana; Johnson County, Kansas; Kettering, Ohio; Parsippany-Troy Hills and Passaic, New Jersey; Pendleton, Oregon; and Riverside, California.



Photo by Look Magazine. © Cowles Magazines, Inc.
Rockville — City Council is now an open book.

Pueblo, Colorado

After a history of second-rate government dating back to the 1890s, Pueblo finally won a council-manager charter in 1954. Repeated earlier attempts had failed.

In days past, the city was vice-ridden and gang killings were not unusual. In 1911, the commission form of government was substituted for the weak-mayor system. After that, frequent attempts to institute the council-manager form were consistently unsuccessful. In the 1940s a questionable form of the council-manager system was adopted. It resulted in little improvement.

Two years ago, the League of Women Voters, the American Association of University Women, the local newspaper and others began to campaign for the conventional council-manager system. Volunteer citizens gave many hours of their time speaking to various organizations and over the radio. A new charter was adopted by vote of 8,632 to 7,093.

Richfield, Minnesota

From 1940 to 1954 this village's population rocketed from 3,778 to 31,756. It also found that its problems had increased tenfold.

The school system was inadequate.

Rock Island Wars on Vice

There was no water or sewer system. The village government, which was mostly non-professional, was unsuited for the problems at hand. It looked as though Richfield, a suburb of Minneapolis, was becoming the largest community in the country without sewers, water supply or a high school.

Residents decided something drastic had to be done. They formed an association which secured adoption of the council-manager plan by a vote of more than three to one. The organization secured rejection of an ill-considered sewer system and adoption of an appropriate one. Four new grade schools were built and a bond issue passed to build a high school.

Rock Island, Illinois

Out of a luncheon of two women and three men was born an action group of 1,000 volunteers which ultimately brought about good government and the elimination of vice, gambling and even bloodshed in Rock Island.

Mismanagement of various kinds gave rise to the reform movement. City employees had been improperly trained, city planning was non-existent, garbage disposal aroused constant complaints and waste was keeping the taxpayers from getting their money's worth.

A group called the Citizens for Good Government organized and in a special

election secured adoption of the council-manager form of government by a two to one vote in 1952. The following year candidates for mayor and three of four councilmen supported by this association were elected by large majorities. Many of the old complaints have already been eliminated.

Gambling joints, which helped finance opposition to the manager plan, have closed and notorious houses of prostitution have moved elsewhere.

Rockville, Maryland

Not many years ago, a resident of this suburb of Washington had to reside at least three years in the community to vote in local elections. Attendance at council meetings was discouraged. Information about local government was difficult or impossible to obtain. The published budget often turned out not to be binding upon the municipal government. When water shortage and sewage disposal crises arose, the citizens decided the time had come to act boldly.

The good government forces decided it was "time for a change" in the membership of the city council. The incumbents fought back with all the conventional tricks, including the charge that the reformers were "card-carrying Communists." But the people of Rockville were not intimidated. When the

(Continued on next page)

Modesto — When there's a job to be done, everybody turns out.



New Deal in Warren

(Continued from previous page)

vote was held, the reform ticket won by a landslide.

Since the election, a new water tank has been built. A new city clerk, holder of degrees in public administration and law, replaced the machine appointee.

Warren, Ohio

This northern Ohio city suffered from racketeering; streets were like a waffle iron; there was virtually no garbage collection; inadequate municipal services and a questionable financial structure prevailed.

Some of the people of the city, a manufacturing town, organized the Warren Citizens for Good Government, a group which represented all sections of the community. The organization first fought to elect qualified men to public office—and did in 1951. The citizens then marched to city hall, where they helped the new officials untangle the mess they had inherited.

The Good Government candidates were reelected in 1953 with the help of volunteer watchers at the polls who reported irregularities. The secretary of state investigated and, as a result, the city acquired voting machines.

Repeat Gifts Swell Our Remodeling Fund

(Continued from page 65)

tion, Inc., Matthias E. Lukens, Springfield Taxpayers Association, John Nuveen & Company.

Also Equitable Securities Corporation, Mrs. R. Aldrich, Stephen B. Robinson, Frank H. Morse, Dun & Bradstreet Foundation, F. S. Smithers & Company, Cecil Morgan, R. M. Dorton, Council-manager Association of Iowa City, William Friedman, Carter W. Atkins,

W. H. Francis, Jr., Karl Detzer, H. B. Fuller Company, Southwestern Portland Cement Company, Thomas H. and Doris D. Reed, Finance Corporation of New York City, H. A. de Compiegne, Republic National Bank, Charles E. Dunbar, Jr., Charles J. Fox, Louisiana Municipal Association, Municipal League of Spokane, Inc.

Kansas City Meeting Draws High Praise

(Continued from page 68)

I enjoyed being able to participate in your meeting."

C. Harold Mann, Kansas City attorney and citizen leader: "I wish to extend our heartfelt thanks and appreciation to the League for a most wonderful and inspiring conference."

Charlton F. Chute, director, Institute of Public Administration: "The National Conference . . . was, in my judgment, outstanding. In fact, looking back over the series of such conferences that I have attended over a period of about twenty years, it seems to me that it was probably the best."

Edwin D. Dodd, production manager, Owens-Illinois Glass Company: "I feel well rewarded for the two days I was able to spend with you and the outstanding group which participated in this year's conference."

Unicameral Leader Dies

John P. Senning, professor emeritus of political science at the University of Nebraska and consultant to the League's Committee on State Government for many years, died suddenly December 4. Dr. Senning was a leader in drafting and gaining the adoption of the constitutional amendment which gave Nebraska a unicameral legislature in 1934.

Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1954).....	\$.20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three.....	1.00
County Manager Plan, 24 pages (1950).....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1953).....	.25
Facts About the Council-Manager Plan, 8 pages (1954).....	.05
City Employees and the Manager Plan, 4 pages (1952).....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1953).....	.05
P. R., 12 pages (1952).....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953).....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953).....	.75

(The two pamphlets above may be purchased together for \$1.20)

Model Laws

Model Accrual Budget Law, 40 pages (1946).....	.75
Model Cash Basis Budget Law, 42 pages (1948).....	.75
Model City Charter, 173 pages (1941).....	1.50
Model County and Municipal Bond Law, 54 pages (1953).....	1.00
Model County Charter (New edition in preparation.).....	1.00
Model Direct Primary Election System, 48 pages (1951).....	1.00
Model Investment of State Funds Law, 23 pages (1954).....	1.00
Model Real Property Tax Collection Law, 40 pages (1954).....	1.00
Model State and Regional Planning Law (1954).....	1.00
Model State Civil Service Law, 32 pages (1953).....	.75
Model State Constitution, 72 pages (1948).....	1.00
Model State Medico-legal Investigative System, 39 pages (1954).....	.50
Model Voter Registration System, 56 pages (1954).....	1.00

Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946).....	.35
Best Practice Under the Manager Plan, 8 pages (1954).....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952).....	3.50
Citizen Organization for Political Activity: The Cincinnati Plan. 32 pages (1949).....	.30
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1954).....	2.00
Digest of County Manager Charters and Laws, 70 pages (1954).....	2.00
Guide for Charter Commissions, 44 pages (1952).....	.75
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954).....	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Gutarie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953).....	.25
More Responsible States. Panel Discussion, National Conference on Government, Richmond, Virginia, 33 pages, mimeographed (1953).....	.50
Proportional Representation—Illustrative Election, 8 pages (1951).....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940).....	.25
Women as Campaigners. Panel Discussion, National Conference on Government, Richmond, Virginia, 32 pages, mimeographed (1954).....	.50

Discounts on Quantity Orders — Write for Complete List and Description.

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What Every Citizen Should Know

Two Authoritative Books Show How to Make Your Community a Better Place in Which to Live

Guide to Community Action, by Mark S. Matthews, 448 pages, \$4, is a source book on education, recreation, health, welfare, development, conservation and ten other areas of community service. "The most practical and comprehensive handbook yet produced in the field of civic and social service," says Harold S. Buttenheim, editor of *The American City*.

Civic Victories, by Richard S. Childs, 350 pages, \$3.50, "should be meat and drink for the college student, the citizen who wants to know how to go about improving his home town, the state legislator who thinks there may be a better way of doing things, but who wants tested ideas," according to *The New York Times Book Review*.

Order Them Now from

National Municipal League

542 Fifth Avenue

New York 36, N. Y.

Sound Doctrine in Three Critical Areas

1. **Model Voter Registration System**, 56 pages; prepared by Dr. Joseph P. Harris, University of California, and a committee of distinguished experts; fourth edition, 1954.
2. **Model Real Property Tax Collection Law**, 40 pages; prepared under the direction of the National Municipal League's Committee on a Program of Model Fiscal Legislation, L. Arnold Frye, chairman; second edition, 1954.
3. **Model Investment of State Funds Law**, 23 pages; prepared under the direction of the Frye committee; first edition, 1954.

Price: \$1 Each

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